

LEADERSHIP THROUGH SUPERVISION

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Exploring Educational Frontiers

WITH earth-shattering impact, an atomic bomb dropped on Hiroshima. The blast reverberated thru chancellories and state departments in Moscow, Chungking, Tokyo, London, Washington, and thru homes of little people thruout the world. A war was ended and an age begun.

In the historians' chronicles 1945 will go down as the year of the destruction of Nazism, of agreements reached by a Big Three in the heart of Prussia, of Japan's surrender before an allied soldier had set foot in her homeland, of emerging agreements in Europe and in the Orient. In the scholars' books, 1945 will be an unforgettable year. Yet, even with these great historic events to its credit, 1945 may be immemorially recalled as the year in which man first harnessed the incalculable power of solar energy and entered upon the atomic age.

No age is completely new, and the atomic age is no exception. Into an era of giant power, man brings sad, familiar baggage—his social problems. Into the new world he brings his controversies, his power politics, his conflicting national and imperial drives, his unemployment, his poverty in plenty, his failing economic systems, his bigotries and group hatreds, and his frightening moral irresponsibility. His major weapons are the democratic way of life, the religious tradition of western culture, and his increasing knowledge of the emerging social sciences. They may yet prevail—if his faiths are strong enough, his new understandings deep enough, and his will to put both to the task unremitting.

Again, we in American schools, granted honorable discharges from wartime curriculums, turn back to the task of education for democratic living in a society where the power of billions of wild horses has been

By WILLIAM VAN TIL, *Director of Publications, Bureau for Intercultural Education, New York, New York*

turned loose. Unbelievable energy is in the hands of people who have not yet learned to live together even in the simple environment of home or office. If we really believe, as we affirm, that the world's chance for lasting peace rests upon making true democracy operative for all people everywhere and upon developing social intelligence to match man's achievements in science and technology, our task in American schools is clear. We must equip young people to respect the worth of the individual, to work together for common purposes, and to apply the method of intelligence to the difficulties we face in living together, to the controlling of our material environment, and to the use of our mounting scientific and mechanical inventions and discoveries for the welfare of mankind. In short, our major function should be to help young people understand and practice the democratic way of life in a technological age.

Again the race between education and catastrophe is on—a recurring contest which has been run before in this twentieth century. We of the schools must enter the struggle in full realization that education has in past contests been a consistent loser, defeated in the teens of the twentieth century by a catastrophic war which mobilized sixty million men, more than half of whom were killed, missing, wounded, or taken prisoner; defeated in the twenties and thirties by an organization of the peace which did not work; defeated in the thirties by a worldwide depression in which the gaunt spectre of poverty stalked thru many lands; defeated in the forties by total war fought with frightful weapons and barbarity at a staggering cost yet unmeasured. The late forties and the fifties loom ahead with their challenge to establish a workable peace rather than an uneasy interval between wars, their challenge to establish full employment and economic security rather than the mockery of destitution and enforced idleness in a land which possesses the technological means for producing abundance and prosperity.

As we enter the postwar world, one fear dogs those of us charged with the schooling of the young: we know our educational efforts to be one of the major factors operating in a society which strives desperately to achieve human control over its technology. Will our efforts be too little and come too late?

We cannot afford schools which placidly instruct the young for cultured living in a horse-and-buggy society. As the Educational Policies Commission has pointed out, too many children in our schools, in this age beset by its urgent and real human problems, are learning that "the square of the sum of two numbers equals the sum of the squares plus twice their product; that Millard Fillmore was the thirteenth president of the United States and held office from January 10, 1850, to March 4, 1853; that the capital of Honduras is Tegucigalpa; that there were two Peloponnesian Wars and three Punic Wars; that Latin verbs meaning command, obey,

please, displease, serve, resist, and the like take the dative; and that a gerund is a neuter verbal noun used in the oblique cases of the singular and governing the same case as its verb."¹

Even in those modern schools which come closer to grips with reality than the school thus satirically portrayed, the question must still be raised whether some fatal lag is yet evident. Many are the supposedly forward-looking schools which first taught conservation of natural resources after the problem had reached the advanced stage of legislation to fight the destruction of land and water resources that had made dustbowls of once fertile countryside. Many are the modern schools where an economics deviating from the severe classical canons of *laissez faire* was first taught, well after the economic crash of the twenties demonstrated classical economics to be a realm of ghostly shadows. Many are the schools which began to concern themselves with intercultural education after rioters had swept down the broad boulevards of the community, looting and beating as they went. Can we deal with today's problems in the school? Can we even, as wise men, foresee and offset tomorrow's possible problems? Or must we forever, in laggard fashion, deal only with ex post facto analyses of yesterday's debacle?

Cultural lag has carried over into our relationships with students. Many a perplexed teacher of the 1930's taught as tho before him in class were the youth of the 1920's, fairly sure of a job, frequently accepting the doctrine that this is the best of all possible worlds, fascinated by the gay living of the period Charles A. Beard characterized as the golden glow of American civilization. Such teachers were baffled by the youth who actually sat before them, youngsters who knew too well that jobs had mysteriously vanished from their ken, that education was no longer a sure key to economic success, that they inhabited an imperfect world which regretted to see them mature and join the long lines of job hunters in a glutted labor market. To many teachers, the unwanted generation of the 30's was sullen, radical, defeatist, and baffling. To the bewildered depression children, much of what they were taught made little sense beyond the walls of the classroom sanctuary.

In the struggle to bring school instruction to bear upon the significant social and individual problems of today, the supervisor and curriculum worker occupy key positions. Perhaps more than any other group serving the schools, they are the people to whom teachers look for foresight. Since they know intimately the day-by-day workings of classroom life, they are not so inclined toward breathtaking flights into impossible classroom Utopias as mere educational theorists are likely to be. Yet they are at the

¹ Educational Policies Commission. *The Purposes of Education in American Democracy*. Washington, D. C.: National Education Association, 1938. p. 147.

same time in a position to take a broad view of education based upon their thinking about society, the youngsters in the schools, and the direction in which they believe education should move. For they are not so harassed as are administrators by the immediate need for raising funds and reconciling diverse community pressures. And they are not, like many teachers, so closely bound to a particular group of students that the broad problems of education for a democratic society become obscured.

Each supervisor and each curriculum worker must make his judgment as to learning experiences best suited to the social education of students. In determining such learning experiences for a postwar world, the educator must reexamine three sources of curriculum content which interact and play upon each other:

1. Our culture, with particular reference to conflicts, trends, and predictable problems.
2. The needs, problems, and tensions of the young people within whom learning is to take place.
3. A philosophy of guiding values which determines purposes of learning experiences.

The substance of this chapter is an examination of each of these sources in curriculum building. It deals, also, with the appropriate centers of learning experience for postwar young people which must be included in the social education program if it is to serve the new age.

THE CULTURE OF OUR TIMES

Learning experiences in postwar America certainly must be based in part on the kind of culture which characterizes the times. Postwar grows out of war and prewar; hence it is important to recognize the major conflicts which have marked our time and promise to mark the future. Trends are worth examining, for these remorselessly march onward. We need, too, to attempt to recognize major social problems, even tho this necessarily involves the hazardous business of prediction.

Conflicts Cloud the Way

The overshadowing conflict of our days has been war. It remained for the twentieth century to raise war to its preeminent place among mankind's occupations. New weapons have erased the distinction between combatants and noncombatants, soldiers and civilians. Whole cities have been Coventryized, given the Hamburg treatment, vaporized. Populations have been captured and enslaved. War belongs to everyone. Today, the energy of Mars has been expended, temporarily at least, permanently if man proves intelligent enough to exorcise this unwanted god. But in the very effort to organize a lasting peace, conflict continues.

The campaign for lasting peace has been heralded by a wealth of preliminary plans, skirmishes in theory which preceded the Big Three conferences, and the San Francisco Charter meeting. Scholars and diplomats have debated Continentalism, the Balance of Power, the Atlantic System, the Good Neighbor Policy, Union Now, a resurrected League of Nations, a new United Nations Organization, and World Federation. In practice, the die has been cast for a United Nations approach. Within that broad term, the struggle for a lasting peace goes on, with the issue in doubt. The United Nations approach may become a new Holy Alliance, may dissolve with shifts in balance of power, may become the seed of an international fraternity of nations, may develop into organic union. Whether the Soviet Union or the United States moves toward isolation or toward world collaboration; whether Germany is de-industrialized, partitioned, policed, or resurrected as a power; whether the Balkans become communist, capitalist, or retain feudal vestiges; whether America sets up outposts in the Orient; whether India becomes independent or stays in the British orbit; the fact remains that an inescapable area of conflict in the postwar world is that of the organization of the peace. We in the schools must deal with it again and again and again thru historical and contemporary study. Education's failure to do this has in the past resulted in the endless repetition of the tragedy of war. Its failure to do so this time may plunge the world even beyond the misery and chaos of war into total destruction of civilization.

Another inescapable conflict of the years immediately ahead is the struggle among groups for power and income. Conflicts between social classes are worldwide. They lie behind revolutions, behind both democratic and authoritarian movements. They lie behind elections such as the one which swept the British Labor party into power in England. In America three significant groups struggle for relative advantage in the social structure—business, labor, and agriculture. Groups which are smaller numerically and less significant in terms of organizational strength, such as teachers and doctors, play their roles in the struggle, occasionally independently of the big three social groups, but more frequently as satellites. The stakes at issue are frequently economic; the struggle is one for income or power. Each group attempts to increase its share of worldly goods, thru tactics as varied as labor's use of collective bargaining and the strike and industry's use of price-fixing and restriction of output.

Paradoxically, the struggle in our nation goes on in an environment of potential plenty. A great technology has been erected upon a powerful resource base. Total war has resulted in a production miracle in America which is scarcely appreciated as yet. Faced with the choice of making guns or butter, American productive capacity matter-of-factly turned out both in amazing quantities for practically the duration of the war. What

we need now is an accompanying distribution and consumption miracle so that the goods and services we have learned to produce in abundance may serve not only those in above average income brackets, but all of our citizenry, rich and poor, powerful and humble.

This land of plenty has known mill towns which have become ghosts during depression. It has known farms abandoned and lying idle for lack of purchasing power. It has known ports where boats have ridden idle at anchor. It has known schoolteachers without salaries, cities without recreation facilities, men pounding the streets seeking work. It has known the lowering shadows of insecurity as factories have rusted away.

Struggle Begets Solutions

The struggle for power and income is reflected in social, political, and economic controversy. In the postwar world, five conceivable courses for the organization of American domestic life are shaping up. One calls for *laissez faire*, an unhampered, unrestricted capitalism following what are termed natural economic laws. A second course calls for governmental intervention to free the capitalist economy from the fetters of monopoly and restrictive practices and to restore the free market of *laissez faire* theory. A third course reflects the hopes of some modern businessmen who see a need for reconciliation of labor, industry, and government in an economy marked by low prices and highly expanded output. A fourth course is that of mixed economy in which private enterprise produces to its maximum and is supplemented where necessary and in periods of crisis by the compensating public enterprise sector of the economy. A fifth course is that of planned economy thru central government with price determination, production quotas, and coordinated all-out production and distribution in an economy which steadily becomes more socialized in character.

As the wheels begin to turn in reconversion, the rumblings of the struggle for power and income again make themselves heard. Related conflicts to come are already making many black headlines in today's newspapers. In varied classrooms domestic, economic, and social problems must be discussed and studied. Whether the young people now in the schools live out their life spans depends upon the resolution of problems of the peace. Upon resolution of domestic economic conflicts depends the quality of living, the very quality of food, health, and shelter for those young people.

Trends Are Discernible

There are some recognizable trends along the road we are traveling. They are, in general, agreed upon by a large consensus of social scientists. Some trends we may like; others we may think a menace. In any case, we shall do well to be aware of them and direct them as we can.

Certainly one persisting trend is technological advance, a still accelerating trend. One need only to turn to studies by Lewis Mumford, Roger Burlingame, or Stuart Chase, or see the news and advertising columns of any major newspaper, for documentation. A companion trend to technological advance is increasing interdependence. Time and space have shrunk thru the airplane and radio. We have learned that there are no people resembling Chamberlain's classic description of the Czechs, "a foreign people about whom we have no concern." The web of relationships has become fragile; a Japanese foray into the East Indies meant that Americans wore out their shoe leather as they had not since the inception of the wizardry of Detroit. Conversely, a race riot in Detroit made East Indians more willing to accept the Japanese heel.

Twin trends, long established and recently encouraged by war, are nationalism and imperialism. As the technologically advanced civilizations grow more discouraged with the fruits of nationalism, other nations such as China, India, and Egypt, seem still more determined to try it out. As the fruits of imperialism drop from venerable mother trees such as England, other nations seem ready to bear a crop. Imperialism and the dynamic new nationalisms are trends which cross each other and promise trouble.

Companion trends within our own United States are the increasing concentration of economic power in the hands of the relatively few and a trend to centralization in government. Again these seem to be trends at cross purposes, for a strong government determined to move swiftly toward economic security may conflict with the power of the two hundred corporations which controlled almost half of the corporation wealth of the United States when Berle and Means made their classic study, *The Modern Corporation and Private Property*, in the 1930's. War has supplied renewed strength to both trends. Already-powerful business organizations have been entrusted with the bulk of war contracts and have been acquiring government-built plants. Far-reaching economic controls and planned government coordination have been essential to the United States, as to every belligerent.

Still another trend which should be mentioned is the steady movement toward collective action in our society. Today is the era of competing propagandas; a wit has remarked that an optimist is a man who belongs to no pressure group. In an impersonal urban civilization where apartment dwellers do not know the residents across the hall, the old neighborhood groupings break down. The job becomes increasingly important as the center of one's self-organization, dominating one's day, determining in large part friends, patterns of entertainment, even interests. Economic urges and constant rubbing of shoulders with folks who are truly akin usually condition thinking into patterns which national organizations then represent with all of the pressure power at their command. This has been

true of business interests; it has become increasingly true of agricultural and laboring interests and of the myriad of subgroups which make up the pictures of American social organization.

The World's Uneasiness Enters the Classroom

The supervisor and curriculum worker must take into account such conflicts and trends if the social foundations of the educational program he proposes are to be firmly based. He must attempt to visualize resultant problems, such as the divergent roads proposed for the American economy; the problem of conflicting interests of workers, management, and government; the fight for full employment and economic security; the competing economic theories of the Soviet Union, Great Britain, and the United States; the emergence of areas formerly backward technologically such as Latin America and China; the clashes in interest of great powers; the problems of enduring peace organization; the attempts to harness powerful resource bases for construction and destruction; the bewilderment of men as to what to believe; the struggles among ideologies and world views. He must be eager that young people consider predictable and emerging problems, by definition controversial, within the classroom. Studying conflicts, trends, and problems; discussing, applying values, and learning to act on them whenever possible, is essential to a program of postwar social education. Propagandized and emotionalized mass thinking resulting from pressure group tactics should not be tolerated in American society. Our young people must learn to examine controversial issues with intelligence and foresight, to reserve judgments until evidence has been carefully weighed. In other words, they must learn to think for themselves so that they will never, like the lost generation of German youth, be emotionalized into accepting as valid, false doctrines and anti-democratic ideologies.

THE YOUTH IN OUR LAND

Centers of learning cannot be based simply upon an analysis of the culture, however searching such an analysis might be. Fundamentally, we are dealing with human beings; more specifically, we are dealing with young people who have their own problems, needs, and tensions which must be respected. Abstract ideas can enter into the learning experiences of students only as they are comprehended by the young people themselves and related to their own drives and purposes. A primary task for the postwar supervisor and curriculum worker, then, is to understand these children and adolescents for whom our educational machinery exists.

We shall not at this point enter into a discussion of the relatively stable needs of children and adolescents, for many studies already exist to help the

educational worker who wishes to understand child development. We shall, however, comment upon some of the problems and tensions of young people which manifest themselves at various stages of societal development.

Concerns Are Outgrowths of the Culture

It is important to recognize that the concerns of young people, like the concerns of adults, are in large part culturally conditioned. They are conditioned by the ways of living which the people of the culture hold to be important, the conflicts and trends of the culture, and the folkways and mores which the people accept. A culture which holds to social ownership of the means of production, frowns on wealth accumulation, and defends its way of life against invaders deep into home territory, produces a youth different from the young person in the culture which lauds individual accumulation and is divorced from invasion by ocean barriers. Even biological drives are in large part socially conditioned. American youth in the first half of the 1940's did not express biological needs in the patterns so familiar to the 1930's: the necking in the back seats of cars, the stop at the hamburger drive-ins. The reasons were social: the male partner was no longer in the community because of the social phenomenon called war; the car could not be used because of the social phenomenon called gas rationing; the hamburger drive-in had long been closed because of a dual social lack, cars and meat.

The concerns of young people change in large part with cultural changes. Their problems shift as the culture moves into depression, prosperity, war, or reconstruction. Today's relevancy becomes tomorrow's anachronism. We can reasonably expect that the young people who are the students of the postwar American school will have problems, concerns, and tensions somewhat different from their predecessors among school generations.

The point may be illustrated by a contrast between the characteristics and concerns of adolescents in the 1930's and adolescents in the first half of the 1940's. There exists a valuable body of materials concerning the needs and problems of youth of the 1930's. Studies conducted by the American Youth Commission and two recent commissions of the Progressive Education Association, for instance, have been invaluable. Few studies of youth were made during America's frantic war years; the student of needs must depend largely upon observation and reporting.

The commissions have documented the fact that economic depression was the major characteristic of the social situation in which adolescent youth found itself in the 1930's. The major characteristic of the first half of the 1940's was war. Each was a pervasive influence upon the particular generation. Let us note how the distinct universe inhabited by American adolescent youth was affected by these two traumatic social events.

War Glorifies Youth

Consider family relationships and employment status. In his family, the war youth is cherished and prized, because patriotism and the tragic sense of time combine to make him a focus of family concern. He is the potential fighting man in a war where casualty lists are expected to be high. Or he is a part- or full-time wage earner holding a job because of his youth, strength, and adaptability. The adolescent girl, too, is prized. She too may be a wage earner. Or, if not, there are jobs to be done at home while her mother is busy with salaried or civilian defense work. There may be less time for the family group to be together at home than ever before; yet when it is together, there is a deep feeling of belonging and of mutual interdependence.

In employment, war youngsters are essential. They not only belong—they are the focus of production. They are the users of the weapons of death. Whether fliers, Waves, welders, or laborers, they are consciously glamorized by a society fighting its own extermination. The armed services and civilian occupations compete for them. They are the big show. Peter Arno points up the situation in the irrepressible *New Yorker* magazine with a cartoon which shows the board of directors presenting the office boy with a watch in recognition of his long-time service to the firm, six weeks of faithful attendance.

In a war period, younger children suffer more than older, since home life may diminish. Lower-income families see for the first time an opportunity to accumulate while the "getting is good," tho normal home living goes by the board. So the ten-year-old girl may take care of the baby of the family while mother and dad work the swing shift.

In Depression Adolescents Get in the Way

The family status of the depression youth affords an interesting contrast. In his home, as in society at large, he is a burden. He remains in school until well after he is old enough to get a job. He works infrequently and he contributes little or nothing to the family income, already markedly reduced. Yet he eats with regularity. He is about the house more than is good for family morale. The family radio is tuned in continuously; newspapers are read and reread to the point of boredom. When he goes out with little change in his pockets, he finds that recreation costs money. Like James T. Farrell's *Studs Lonigan*, he wants to "do something" but finds nothing to do. The adolescent girl, too, is constantly about the house. She is constantly allured by the smart world of fashion, spurred by advertising to unattainable wants, diligently fostered by a business civilization gone dry. She remains unmarried for a longer time than parents regard as usual. In his home, the depression adolescent lacks the sense of belonging which the wartime adolescent has found, however briefly.

The lack of status in employment of depression youth is well summarized by *Reorganizing Secondary Education*, a study of the 1930's. "Under current economic conditions, young hands are a drug on the market. There aren't enough jobs to go around. Therefore the adolescent is told there is no place for him as an adult in an adult world . . . Without an economic function and the early prospect of marriage he is robbed of a sense of significance in his life. He is really no longer a child; yet he is excluded from the status of adulthood."²

Uncertainty Faces Youth Today

If we admit, then, that the needs of young people are in large part culturally conditioned, we must recognize that the needs of postwar adolescents are different from the needs of the wartime adolescents with whom we have worked during the 1940's. For suddenly, almost overnight, the wartime status of youth is withdrawn. On the days when America awaited official confirmation of the Japanese surrender, it was symptomatic that the radio, spurred no doubt by OWI, injected a significant note into a repeated filler inserted between programs. The announcement simply urged youth to return to school in the fall.

Gone is youth's priority in the labor market. Gone is competition for his services. Gone is glamor. Advice to youth now? Stay in school. Youth accustomed to high regard as fighters and war workers, actual or potential, must find places of lesser status. We may meet in America's high schools a generation of adolescents who feel that they have been cheated of heroic roles. School may seem less glamorous than more manly tasks. Youth will move from being the highly prized essential person in the economy to an ordinary young person. This shift, at least, seems inescapable.

While no one can foretell for sure, there exists also a strong possibility that the psychological transition which youth must make will be even more severe than the shift from a privileged status to an ordinary role. If American society cannot provide full employment, if indeed it is overwhelmed by the modern plague of joblessness, in a short span of time the youth who was essential will become a nuisance. Again he will compete for jobs with heads of families. Again his own family will find him too much with them. In such a society he will be able to take little solace from the men in their twenties returned from the war, for they too will chafe restlessly, at least at first, in office or factory jobs, or grow bitter if they find their civilian reward to be unemployment. It is realistic rather than alarmist to point out that fascism was born among German youth under somewhat similar circumstances in the 1920's.

² Thayer, V. T.; Zachry, Caroline; and Kotinsky, Ruth. *Reorganizing Secondary Education*. New York: D. Appleton-Century Co., 1939. p. 104-105.

It would seem, then, that supervisors and curriculum workers in a post-war world will have to take careful stock of the needs and problems and tensions of this generation of young people and to develop programs based on both felt and predicated needs, on both personal and social needs. Whatever the major needs and tensions of postwar young people have to be, the task of supervision is to recognize problems of the young and help provide social education which makes sense to a new generation of students, culturally conditioned to be different from their predecessors who sat at the same desks and tables.

THE SEARCH FOR DIRECTION

Whether the culture be one marked by the violence of war or by the readjustments of a shattered world in peacetime, learning experiences must be closely related to understandable purposes of education. The supervisor who has reexamined the nature of the culture and the needs of this generation of young people must also define his philosophy of education. Curriculums must be chosen and learning experiences developed with reference to a sense of direction. Schools can neither take all knowledge, without selection for their province, nor pretend that moral issues and value judgments are not the business of education.

Viewpoints Spring from Many Sources

Thru the years educators have debated the sources from which a direction for education may be derived. Some claimed to find the source of direction from within the individual's organism. Rousseau and primitive progressive educators, for instance, believed that guidance as to the good life emerged inscrutably from the inner workings of the child. However no bodily organ has yet been discovered which generates and hatches values which are by their very nature good, regardless of the social philosophy of the surrounding culture.

Some religionists and humanists take their clue to a philosophy of education from the supernatural, deemed to lie beyond human sensory perception. Philosophers of Plato's persuasion teach that "ideas" exist beyond time and space and that our human concepts are but dim reflections of eternal essences. The seeker for educational direction must consider the absolutistic assumptions of such interpretations.

Still other educators find their direction from long vanished golden ages. Classicists frequently prize the self-mastery, balance, and urbanity of Periclean Greece and the Renaissance. Questers for truth are referred to listings of great books. But critics comment on the kinship of the classical ideal to the ideals of a leisured aristocracy at the pinnacle of a pyramid broadly based on slave workers. Too, the writers of the great books, in which elusive truth is assumed to be contained, contradict each other.

Still other educators find direction in the State, assumed to reflect popular ideals. The State, they say, is the great investor in education, supporting schools to perpetuate itself. Consequently, the State should determine the direction which permeates the school program. But the power politics State of actuality is frequently based on privileged-group ideals and Machiavellian purposes which cry to the high heavens for examination, not inculcation. Perpetuation of State purposes may be simply perpetuation of the *status quo*.

The educational historian will report that such conflicts over direction in education have continued in our times. But the historian must also be struck by a growing consensus among twentieth century educators in America upon another philosophy of education than those described above. For many have found a source of direction for education within a philosophy of experimentalism which has at its core faith in democracy as a distinctive way of life.

Our Commitment Is to a Living Democracy

Historian after historian recognizes democracy as the basic commitment of the American social experiment. Report after report, educator after educator, conceives our major educational purpose to be the understanding and practicing of a continuously scrutinized democratic way of life. One might repetitiously quote from reports of the Educational Policies Commission, from reports of the commissions of the Progressive Education Association, and from previous yearbooks of the Association for Supervision and Curriculum Development.

Perhaps the educational historian will record that it was the convergence of three traumatic developments of our time which forced Americans to reexamine their values and to reaffirm the importance of democracy as a social philosophy. These developments were, of course, the depression, the rise of the fascist way of life, and the total war. The Dewey school of thought had tended the democratic plant; social developments brought the philosophy to bloom. As it grew clearer that the social question of the day was, as Mussolini put it, "we or they," a torrent of literature on democracy poured from the presses.

The experimental philosophy of democratic living demands an appropriate education—one which stresses the dignity and worth of the individual, calls for working together for shared purposes to extend associated living, continuously promotes the general welfare, and proceeds thru the method of intelligence. Consequently, supervisors who accept democratic living as their ultimate and pervasive assumption are accustomed to determining and reconsidering their values. They will assume that in the immediate postwar era contemporary social thought may help them to reexamine further the democratic values which afford them their direc-

tions in education. The desirability of frequent reexamination is shown by a notable twentieth century shift in democratic concepts. In redefining the promise of democracy, a group of social scientists in Ohio State University wrote: "Two conclusions appear to be clear. First, that while the philosophy of individualism which emphasizes the worth of the individual and his right to an opportunity for the full development and free expression of his personality is as true as ever, and is still the goal of American life, individualism as a method of achieving the good life is no longer practical. Second, that if we are to realize the goal of securing for the individual those conditions of life to which Americans have always aspired, we must abandon the philosophy and the practice of trying to achieve that goal only by individualistic means. Social responsibility and collective action for decent incomes, for security, for health, for recreation, for education, constitute, under the conditions which our modern complex and interdependent mode of living and working impose, the only practical road to the goal of individualism."³

There Is New Ground To Be Broken

Democratic-minded supervisors, who have thought thru their values, may feel that there is little new ground for them to break in the area of philosophy of education. Actually, there is a postwar educational frontier going begging for their best efforts. Who is better equipped to help teachers in the intelligible and intelligent application of values to the educational experiences of students? The democratic philosophy has been inadequately translated into educational action.

Many educators can now glibly recite the value pattern to which they subscribe, indicating their acceptance of a relativistic rather than an authoritarian viewpoint, their readiness to contrast conflicting world views such as the anarchical attitude which confuses freedom with doing as one pleases, the authoritarianism of the various totalitarian outlooks, and the true democratic way. But many teachers and supervisors have not yet learned to make such understandings operate in actual curriculum content. After lip service to philosophy, they make a flying mental leap to a curriculum utterly irrelevant to professed purposes.

There is seldom malice aforethought in this arbitrary leap. It is sheer lack of know-how. When teachers see possibilities for developing democratic practices in a classroom environment, they eagerly avail themselves of opportunities. Many American schools are commendably developing microcosms marked by wholesome human relations. But few schools have helped students to understand and appreciate the values which underlie

³ Ohio State University. *Democracy in Transition*. New York: D. Appleton-Century Co., 1937. p. 29.

desirable social practices in the schoolroom. Few have helped young people to apply democratic standards readily and consistently to personal everyday actions and to social problems. Educators are slowly discovering how to help young people to live together. But the intellectualization of this process, the comprehension and application of a consistent set of values, is scarcely explored territory in education.

Experience Centers Afford Sound Learning

Only a seventh son of a seventh son could foresee the most appropriate experience centers for every social education curriculum. Experimental-minded educators, seventh sons or not, deny that any pattern can be prescribed which is universally useful. Communities differ in this continental America; neighborhoods differ within communities; schools differ within neighborhoods; classes differ within schools; individuals differ within classes. The ways in which schools handle social education programs differ widely: some channel it thru history and social studies subjects; others thru an integrated social studies sequence; others thru core curriculums; while still others emphasize a social education program which permeates all phases of the curriculum. Therefore, educators must individually analyze the culture which provides the social foundation of education; learn the needs, problems, and tensions of the young people with whom they work; determine and apply a philosophy of education which will guide their endeavors. These insights, with a conception of content for implementation, the educator brings with him to a teaching situation where, after the give and take of teacher-pupil planning, actual (not paper) curriculum experiences materialize.

Among the centers of learning experience, the following are suggested as of probable postwar educational concern:

1. Personal development and self-understanding
(life and growth, sex and marriage, personality, psychology, mental hygiene)
2. Home, school, and friends
(the family, housing, immediate educational problems, school government, age-mate relationships)
3. Health
(diet, exercise, posture, rest, heredity, medical care, disease)
4. Time on our hands
(recreation, use of leisure time, expanding interests)
5. Goods and services
(consumer education concerning food, clothing, shelter, economic organization, advertising, standards)
6. Racial, religious, ethnic, social-economic relationships
(intercultural education concerning minority groups, prejudice, human relations)

7. Our vocations
(varieties of work, work experience, vocational choice, job preparation)
8. Education
(further education, varieties of schools, self-education, role of education, educational support)
9. Proposed roads for the American economy
(*laissez faire*, restoration of free market, business leadership, mixed economy, governmental planning)
10. Workers, management, and government
(historical development, consolidation, conflicts)
11. Propaganda and public opinion
(sources of our ideas, agencies of communication, propaganda techniques)
12. Ways of living in other nations
(China, Russia, Latin America, British Empire, Germany)
13. War in the modern world
(backgrounds, causation, alignments, conscription, weapons, results)
14. Efforts toward enduring peace
(attempts to organize peace, disruptive factors, nationalism, imperialism)
15. Human and natural resources in modern civilization
(resource bases, technology, science, cultural lag, human behavior)
16. World views and ideologies
(religion, democracy, fascism, communism)

Such a list is intended only to stimulate thought and attendant disagreement on needed emphases in the years immediately ahead. It is not a final, comprehensive list. Fundamentally, educational experiences must be adapted to the problems of American City and to John Smith's needs as well as to the culture of America in the atomic age and to generalized child and adolescent needs. No list, however, can substitute for the fundamental task of the supervisor as he works side by side with teachers—to examine the culture, the needs of young people, the unfinished business of philosophy, and to develop centers of learning experience which are valid for a specific community-neighborhood-school-class situation in which teachers as well as children and youth are continuously learning.

Supervision in the American Scene

TO WHOM shall American education turn for leadership during this transition period when new concepts must be gained and new insights developed? Certainly a position of leadership belongs to classroom teachers. These are people who devote their lives to the training of the young, who work tirelessly to strengthen democratic principles, whose precepts help to shape the destiny of the politicians, generals, scientists, writers, artists, laborers, and theologians of today. Their days and nights are filled with the urgent necessity of preparing young people to meet the present and the future.

Administrators, too, rightfully play a role of leadership in the schools of our land. These are men and women who have training in financial affairs and are adept at meeting the public. They are anxious to have their schools meet the needs of modern society and of the individual who lives in the new world. And they make progress rapidly as they see the road ahead which education should follow. But their burdens are heavier than before. They are inextricably entangled in pressing financial problems and the minute details of organization that accompany any period of accelerated progress.

Both classroom teachers and administrators are ready to move into a new era of living. They are ready and able to assume responsibilities and to share them. Both groups, however, are weighted down with the intricacies of their daily work. Who is to share with them the responsibility of reading, exploring, of thinking in frontier areas, and of pointing the educational direction? There is an educational leader who works shoulder to shoulder with both the administrator and the classroom teacher. He is the supervisor.

By MARGUERITE RANSBERGER, *Supervisor, Elementary School of Lompoc Union, California*

The Ideal Supervisor Is a Versatile Person

What kind of person is this *ideal* supervisor for American schools? He is a composite of all the finest qualities of supervisors who have ever served the schools. Above all he has a sincere belief in the importance of his unique educational functions. His work, his training, and his personality are geared, not only to the local and immediate problems of pupils, teachers, and administrators, but to the many social problems of the era in which we live. He is a frontier thinker, a philosopher, whose enthusiastic faith in democracy as a way of life is contagious. He is a dreamer, daring to dream of a world free of prejudice, hatred, and poverty. He is a man of action, working consistently in the classrooms of America to make his dreams come true. He is a friend, discovering in each individual with whom he works a personality worthy of recognition and understanding. He is a student of the social sciences, noting and seeking to understand the trends of civilization. He faces the future courageously. The advent of the atomic age challenges but does not completely daunt him.

The ideal supervisor-leader is a dynamic person, with sufficient force to influence other people. He has enough vitality and energy to work thru the hours and over the wide areas thru which he may travel. He may be discouraged at times, but the face he turns to the world is strong. He inspires those with whom he works with a like faith in the destiny of education for democratic living.

The ideal supervisor-leader recognizes creative ability in others because he is, himself, creative. He senses human needs and seeks to fulfil them. Knowing the importance of education in the United States and the importance of thinking in advance areas, he has deliberately cultivated within himself a sensitivity to new ideas. He is creative enough to constantly reorganize his experiences and to develop plans, procedures, and new meanings to share with his colleagues. The creative supervisor is a pioneer on the greatest frontier of all, the unexplored and unknown continent of thought, and he has the inspiring opportunity of helping pupils and teachers to develop the capacity, each in his unique way, to express impressions gained thru seeing, hearing, feeling, and imagining.

The supervisor knows what responsibility means. If he makes a promise he fulfils it to the best of his ability at the specified time and place. He knows that an essential of responsibility is sharing it with someone else; therefore he shares his with others, being careful to do his own part effectively. He uses his own time wisely and is conscious of the value of the time of others.

No set of formulas will work in every situation. For this reason, the supervisor is both flexible and adaptable. He meets a change of plans with equanimity, understanding that out of new procedures may grow better

situations. He realizes that change is inevitable and is aware that as he meets change so will the advance of education find those with whom he works ready to adapt themselves to new plans and procedures.

The supervisor has a keen sense of humor. Without it, his attempts to cultivate the other desirable traits of ideal supervision would be in vain. A smile may set the day right for a weary, discouraged teacher. A genuine chuckle at the right moment may be the turning point in some doubting urchin's life. The saving grace of being able to laugh at himself will save the supervisor from becoming a weighty bore endowed with wonderful purposes but so dull that people flee from his path. His sense of humor is kindly and based upon subtle shadings. He laughs with, not at, people. Laughter is one of the most potent aids of the good supervisor, for laughter shared makes the whole world one.

The supervisor is no hermit soul living on an intellectual Olympus. He is a social being who participates actively in the affairs of men. His interest in people makes him an acceptable member of any group of which he may be a part, whether it be a professional group with interests similar to his own or a lay group with many and varied interests which he can share or can learn to share.

The supervisor-leader is sincere in his dealings with his fellowmen. His sincerity of purpose guides him thru the morass of doubt and of self-appraisal. It helps him to inspire others with his own idealism. He realizes that education faces its most difficult years, and he has faith in its worthiness to meet the challenge.

His Jobs Are Manifold under Many Titles

How can the supervisor possibly comprehend the problems of the harassed superintendent whose desk is piled with report forms and whose patrons are howling for reduction of taxes? What does he know about the crowding of classrooms and the impossibility of making social adjustments between the Van Ristocrats and the Alley Dwellers? Philosophers may philosophize and dreamers may dream to their hearts' content, but do they ever deal in realities?

The supervisor-leader has faced these problems. He knows the joys and sorrows, the loves and hatreds of the teachers and children, for their problems are his concern. He knows the trials of the administrator, for he has worked cooperatively with the superintendent and has carried administrative responsibilities. He knows the social and intellectual problems of the classroom because he has been a classroom teacher.

For the man who has been called *the supervisor* in these pages is not one man, but many men, of many kinds of backgrounds, in positions under many titles. He is the supervising principal. In large systems he is the director of curriculum or of education. He is the general classroom super-

visor or the specialist in specific subject areas. He is the head of a department. He is visiting counselor in rural areas and consultant to the staff of city schools. He is the instructor who is responsible for training of teachers in a college or university. He is the state supervisor who participates in professional discussions or leans against the rail fence to talk to a rural board member who has halted his plow to deliberate upon the affairs of some isolated school. His titles are as many and varied as the sections of this nation in which he works or as the individuals whom he meets in his daily travels.

But, whatever his title, this leader has chosen to be a supervisor because he loves children and believes in people, and above all else because he has an abiding faith in the destiny of the democratic way of life. He is a man of vision because he is a citizen of a land of inveterate dreamers, and he sees before him a world in which the American Dream may be realized for all people and for all times. But, he is also a realist, and he knows that the American Dream of a united people enjoying peace and plenty may not be realized without hard work and unrelenting faith. He works with teachers to develop the basic understanding that schools are established to meet the needs of the culture of which they are a part and that they must meet these needs or lose their significance. The supervisor advances beyond the methods of yesterday to help schools function in the world of today.

He Searches for Values

The supervisor continually examines his philosophy of education so that he knows under which principles he operates. With the coming of the atomic age he sat down and reconsidered his philosophy in light of the new powers, potentialities, and resultant responsibilities thrust upon mankind. He critically examined each of his goals and discarded those that were no longer essential. He retained those that were basic to an understanding of the principles that have guided men thru periods of stress and strain and are as rich as when they were first conceived. He redefined his philosophy until he felt that it would guide him in helping people to face the new era and join the march into the future. The supervisor knows that he may not foist his recently defined philosophy ready-made upon anyone else. He knows, too, that it is not complete—that it can be enriched and modified by the thinking of others. The supervisor-philosopher and the teacher work together as individuals, or as members of a larger group, comparing values deemed essential. Her close contact with children enables the classroom teacher to bring stimulation which clarifies the supervisor's thinking and broadens his vision. He, in turn, offers to the teacher new concepts for guaranteeing to children the inalienable rights of childhood and youth. As a result of group thinking, teachers and the supervisor together see these as:

The right to face the problems of today realistically in order that problems of ten, twenty, or even thirty years hence may be faced with the same realism.

The right to develop self-respecting personalities that will make valuable cultural contributions.

The right to master the skills and tools basic to the leading of an effective life in a democracy.

The right to be helped to realize that the democratic way of life is not a birthright which may be taken for granted but an ideal ever-changing in its implications, that must be worked toward.

The right to understand, utilize, adapt, or change the natural world so that life may be greatly enriched for everyone.

The right to develop an appreciation of the unique worth of the personalities met in daily living, so that all people who are part of the world culture may live together effectively.

The right to know and to acknowledge the contributions of the past to the heritage of the present thru a presentation of phases of social life and growth.

The right to definite knowledge upon which to base the choice of a career among the multitudinous choices that may be offered in the new stage of human development.

The right to creative self-expression.

The right to a common fund of cultural appreciations and shared understandings thru exploration of the treasures of literature, art, music, and science.

Of these rights the supervisor and teachers are ever conscious as they work with parents, other teachers, administrators, children, and youth in developing the citizen capable of living effectively as a member in a world democracy.

The supervisor sees his work objectively in relation to a certain group of teachers and children and makes provisions for individual differences among the persons with whom he works. He has faith in the freedom of all men and respects and values their opinions as he expects his in turn to be respected and valued. He believes that respect for personality is the cornerstone of freedom and the assurance of freedom for everyone. The supervisor-philosopher realizes that collective action for the development of mutual respect and freedom among peoples can come only from individuals who work together harmoniously.

Many People Cross His Path

The supervisor is a student of human relationships and has consciously worked and studied to develop within himself insights and understandings concerning the forces that motivate human beings. He is a teacher of teachers as well as indirectly a teacher of children and youth. He is genuinely sympathetic but never maudlin in his sympathy. He knows that

personality is the direct result of the impact of individual experiences. When he meets a defiant child or a troubled teacher, he looks beneath the surface and seeks to learn something of the individual's background that will give him a basis for understanding obvious symptoms. Family responsibilities, financial worries, social pressures, peer relationships, whether it be teacher or child, these are crucial parts in the total life picture.

He realizes that the youth of a literate and enlightened people must develop a command of basic skills sufficient to render them effective in their chosen ways of life. He knows that the nature of a child makes it impossible to teach effectively many new concepts at once; that if a child is introduced abruptly to a number of special studies, an emotional block may be formed that will make his future one of educational frustration. He knows that the true center of the correlation of school subjects may not be science, literature, history, or geography but the child's own social setting. He knows that integration takes place within the individual. He knows that the world community begins and ends with the child's own environment; but that as the child grows in understanding of relationships close to him, his horizon may expand to include those just beyond, until finally it reaches those far away. The supervisor brings to the teacher a variety of materials which he has found basically sound that will help the teacher to see the necessity for developing within the child a readiness for each new experience thruout his school career. He knows that readiness is not a principle that belongs to the beginning days of school alone but is a prerequisite to each experience with which the child or the youth is confronted thruout the period of his education.

Because the supervisor has a basic understanding of the laws of learning, he knows that the learning process is much the same at any stage of human development. As the teacher is working with the child she is increasing her store of knowledge in much the same way that the child is increasing his. As the supervisor-leader works with the teacher his own horizons are also broadening. The learning process is continuous. As the teacher works with the child to develop a readiness for reading or for mathematical experiences, so the supervisor works with the teacher to develop a readiness for supervision.

The supervisor-leader in developing teacher readiness for supervision works to make the teacher feel that he is a friend and a sincere one. He is interested in her ideas and attainments. The curriculum is not his and he has not developed it working alone in a secluded office. The teacher works with him exploring the latest materials developed in other school systems. They study, read, and think together. They discuss the evolving material with experts who are called in to give assistance. Often the teacher is the expert and she guides group thinking, for there are areas in which her experiences make for understandings not fully grasped by supervisor or

consultant. Together they evaluate supplemental materials from which they may make selections, in order that decisions may be more valid and work ever more effective. Having been closely identified with curriculum development, the teacher feels that she shares responsibility for the success or failure of new ventures. As they work with the developed curriculum the teacher and supervisor evaluate it and explore strengths and weaknesses. Then when the inevitable change that is the accompaniment of human progress occurs, they are ready to go ahead with understanding of life in an expanding society.

That leadership is relative to the situation in which it operates or to the job that needs to be done is the conviction of the supervisor. But it is not enough that he alone be convinced of this. It must permeate teacher groups working and thinking together. Within the group itself there needs to be recognition of all of the varieties of potential leadership which different teachers possess. In one group there is Alice Brown's leadership in thinking thru a problem; Jane Thomas' fine understanding of children; Fern Master's broad outlook on life growing out of living among peoples of many cultures; Jim White's keen awareness of community thinking; Eloise Stone's genuine friendliness and concern for others; Dick Johnson's ability to pour oil on troubled waters. Each of these is a leadership peculiar to the individual.

The supervisor recognizes various types of group leadership as well. As older and younger teachers pool their ideas and experiences, each of them gains. The younger teacher, accepting help from the experienced teacher in the next room or in the next school, in turn assumes leadership as she offers some of the materials that have been brought to her attention in recent college experiences. Both teachers are the stronger for the exchange. The older teacher has unconsciously imbibed some of the idealism and enthusiasm of youth, while the younger teacher has gained new respect for the understanding of the individual child possessed by the older teacher.

The supervisor-counselor believes in the improbability of human beings. It matters not to him whether a child or teacher be large or small, black or white, Catholic, Protestant, or Jew. He sees only an individual who is the center of an ever-expanding social pattern. He realizes that a change in voice inflection or a lift of an eyebrow may change a child's attitudes toward his peers, but that a child has no natural racial or class prejudices and antipathies. These are the doubtful gifts of age to youth. The supervisor's belief in the democratic way of life makes him deeply aware of the danger of the instillation of ready-made prejudices, and he works with his fellow teachers toward the development of desirable attitudes and discouragement of undesirable tendencies.

He Is a Link between School and Community

The supervisor is a key liaison officer between the schools and the community. He realizes that the community in which a school is situated is the center of the world for the youth who attend that school. This single community is a picture of other communities that differ in only a few characteristics. As such, the community should be a laboratory for the child or young person who in actuality is a citizen of the world. The youth should know the businesses in his community and be familiar with the processes by which they are conducted. He should have a basic understanding of the industries upon which the community life is based. The supervisor not only participates in community affairs as does the administrator but encourages the teachers to be active community participants.

The supervisor knows what helps individuals need in choosing their way of earning a livelihood. He knows of the occupations that are open to youth in the immediate environment. He has knowledge of vocational choices open to young people today or knows where such information may be secured. If the system in which the supervisor works has a functioning guidance program, he turns his information concerning the youth in a definite school over to the guidance director and renders such assistance as the counselor requests. If there is no special guidance director, the supervisor must make available to the teacher and the youth the material that will help each individual make a wise choice in relation to his potentialities and the community in which he expects to live.

The supervisor is keenly aware of the problems of local government, industry, agriculture, labor, business, and management. He can speak the language of lay people. He is deeply interested in the problems of the individuals who support the school because their problems are his and because they influence the effectiveness of the education offered in the schools. Since he is interested in the problems of the school patrons, he interprets the school to community members and together they work on the problems of the community's school. He and the people who work with him are recognized as experts in the field of education and, as such, they accept responsibility for guidance in educational thinking. They help doctors, farmers, storekeepers, housewives, and politicians understand and evaluate what the school is trying to do. But they, in turn, recognize that only as all community members think together and share insights into community life will education truly be a part of the culture in which it exists.

He Rises to Demands of Society

The supervisor bears the responsibility for guiding educational efforts. He must be ready to explore new areas. He must keep abreast of the de-

velopments of science, politics, business, and labor. He is a positive force in the development of desirable social change. He wishes to implement the development of a literate and thinking citizenry of the world state. In order to do this he must be acquainted with a wide range of literature. He finds time to read, to explore, and to think. He reads critically and weighs material for its value to the people with whom he works.

He reviews the literature in a variety of fields, discarding that which is trivial and filing for later consideration that which may be valid. He knows the sources of materials and knows how to select those which are scientifically accurate and which will meet the needs of a specific situation. He has a knowledge not only of materials which will help a teacher to broaden her horizons but he knows pupil materials, as well. When he steps into a classroom where boys and girls are struggling with a problem for which they cannot find adequate material to guide them to a solution, he can tell them where to turn.

The leader knows that educators have been accused, perhaps justly at times, of having their heads in the clouds and of being unaware of a world outside the cloistered walls of the school. He knows that education is the center of the culture by which it has been established and can last only so long as it serves the culture effectively. Today, no man can live alone. The same forces affect the lives of all. The teacher of today must know something about the political scene because what happens there influences her classroom practices. She must know something about the ideas most prominent in current magazines, books, and motion pictures because they directly influence the thinking of the child or the youth with whom she works. She must know of the latest scientific developments because these influence the ways of life in any community. But the teacher is so busy that she has little time to explore the countless materials concerning such impacts upon the personality of her students. The supervisor reads in these fields and studies the most pertinent materials, that he may intelligently recommend the best to his co-workers.

He knows that audio-visual aids are important equipment for every school system. They may be as important as books. The supervisor carefully studies these new materials, knows which are currently available, and likely to be the most valuable in a specific situation. Some of these aids are so new that they are misused as often as they are used effectively. If they are to take their rightful place in the classroom and become as much a part of the equipment as tables, chairs, desks, and books they must be used in such a manner never in danger of being interpreted as frills. The supervisor surveys this field critically, so that the experiential backgrounds of children may be richer than they have ever been before and school may become the joyful place that Johnny so eagerly anticipates before he starts.

The supervisor realizes that today the average adult cannot conceive of the potentialities of atomic energy. There are no words with which to describe such possibilities. The proper symbols have not yet come into being because mankind has had no experiences upon which to base such understanding or to develop the essential descriptive phrases. This inability to comprehend lends to the supervisor a forceful means of explaining to teachers, administrators, and school patrons the need of experiences upon which a child may base his understanding of the symbols that he is expected to read and interpret to a gratified circle of teachers, friends, and relatives.

The conception of supervision considered in this chapter is that of educational leadership. It should be appreciative, recognizing and encouraging strengths; it should be cooperative, utilizing the leadership ability of all; it should be creative, inspiring creativeness in others; it should be objective but always human. Above all, ideal supervision exists only as it recognizes the importance of all people as individuals with a rightful place in today's culture.

Analyzing Our Problems

IT is the purpose of this chapter to define the major goals of present-day American education, to present the handicaps supervision faces, to examine types of organizational provision for supervision together with supervisory services rendered, and to outline the areas in which advance and development are needed. Evidence presented in the following pages was gathered by means of questionnaires sent during 1945 to individuals in more than two hundred and sixty communities, representing every state in the Union, from a study of recent professional literature, and from an analysis of curriculum materials produced by outstanding school systems. Data included in this chapter unless otherwise stated are taken from responses to the above-mentioned questionnaires.

Altho almost half of the questionnaires were sent to supervisors, directors of curriculum, and instructors in teacher-training institutions, included in the mailing list were supervising principals of both secondary and elementary schools, city and county superintendents, staffs of state departments of education, and a selected group of teachers. Recipients of the questionnaires were chosen from the membership list of the Association for Supervision and Curriculum Development, a department of the National Education Association, and from school systems reported in recent professional literature as doing outstanding educational work. The committee responsible for the questionnaire deliberately made its list of recipients selective, since its purpose was to discover the thinking and practice of the most competent leaders thruout the country.

Few critics of our public schools have charged educational leaders with a lack of zeal or good intent, but the criticism frequently is heard that educators are confused and in disagreement as to just what their role in American culture should be. Even among school people, many conflicting opinions are heard. Some point to recent military successes as evidence

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of the efficiency of American public education, while others give army records on illiteracy as evidence of inefficiency and waste. Some say that our schools are so experimental and progressive in their methods that they overlook the necessary and obvious task of teaching skills and abilities, while spending their energies on visionary attempts to fulfil other social functions. Others charge that our schools are too bound by tradition to face modern social problems realistically.

It is not easy for education to steer a clear course thru all this jumble of praise and blame, but it is necessary for educators to come to some commonly accepted standards if the American system of education is to continue to serve the nation effectively. The accelerating mobility of our people requires increased coordination of educational services. This means that educational leaders, until now intent on improving the individual schools or systems in which they work, must feel an increasing responsibility for sharing with other schools and other systems their best thinking and their most promising ways of working. American education does not need uniformity of methods, but educators thruout the country do need to become increasingly aware of common problems to be faced and common goals to be attained.

WHAT ARE THE GOALS OF SUPERVISION TODAY?

The first item on the questionnaire was concerned with the goals upon which present programs of supervision are based. Eleven broad statements of goals were given and recipients were asked to check these in the order of importance as far as their specific school systems were concerned, adding other goals considered especially significant.

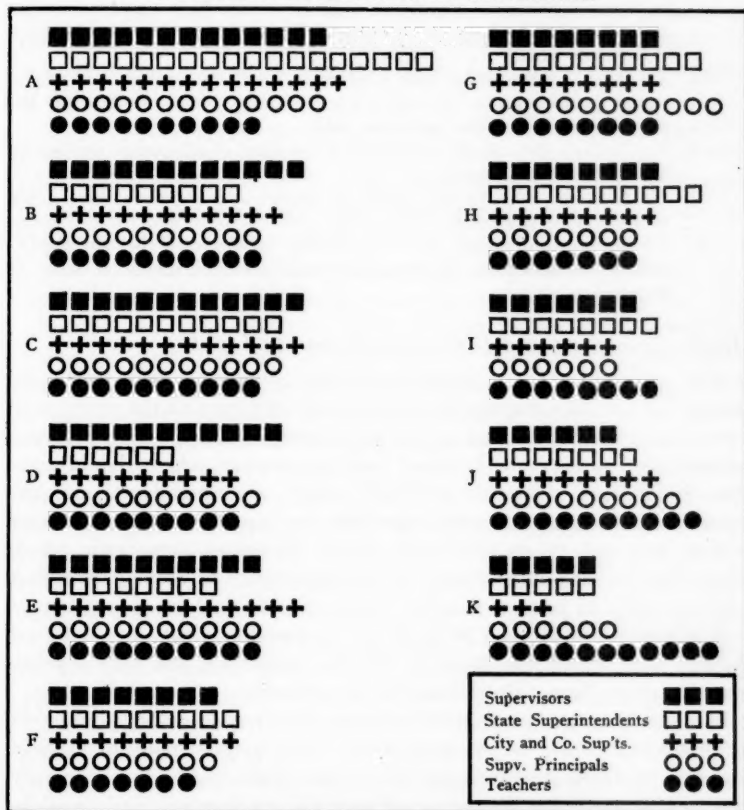
It is fully recognized that the goals listed are closely interrelated and that no one of them can stand alone. However, a consciousness of the steps, or goals, which are possible and desirable to attain, and a sense of their relative importance are prerequisite to the realization of any philosophy of education. To say that all aims are equally worthwhile and, therefore, should be equally emphasized at all times and under all circumstances is like saying, "We want to be good," without any fundamental understanding of the ideas and actions that "being good" necessarily involves.

Goals of Present Programs of Supervision

- A. To make American public schools an effective means for maintaining and extending American democratic ideals.
- B. To implement a system of guidance designed to produce pupils who are physically and mentally well adjusted and who have social competence.
- C. To help boys and girls understand and deal with personal and social problems which have meaning for them now, so that they may, as adults, be prepared to face issues which will necessarily arise.

FIG. 1

RELATIVE IMPORTANCE OF GOALS OF PRESENT PROGRAMS OF SUPERVISION AS RATED BY SELECTED GROUPS OF SUPERVISORS, STATE SUPERINTENDENTS, CITY AND COUNTY SUPERINTENDENTS AND TEACHERS.



(Each unit in the above graph represents one percent of the total weighted score of goals as rated by the five groups of individuals responding to the Yearbook questionnaires. The eleven goals as listed in the questionnaires were numbered in order of importance as judged by each respondent. Those goals rated first in importance were valued at eleven points, those second at ten points, those third at nine points, and on down to the eleventh place receiving one point)

- D. To develop in pupils those attitudes necessary to effective human relationships, overcoming bigotry, race prejudice, and class hatred.
- E. To develop increasing efficiency in the teaching of skills and knowledges.
- F. To work toward equalization of educational opportunities for all children.
- G. To develop individuals who will be able to live effectively in a world in which mechanical inventions and discoveries have made imperative the cooperative efforts of all races and nationalities in a highly interdependent world.
- H. To work continuously with professional and lay groups that educational problems may be more clearly defined and dealt with, and that schools may better serve the public.
 - I. To develop thru study and analysis the kind of education needed by a particular community.
 - J. To prepare pupils to earn adequate livings in occupations best suited to individual capacities, and to help them achieve economic literacy
- K. To develop individuals who are socially inventive so that the lag between technological development and social institutions may be lessened.

Both Agreement and Differences Come to Light

The responses to the question concerning educational goals now being striven for are encouraging in revealing that contrary to the opinions of some critics, there is general agreement of opinion among many educators in leadership positions as to those aims or purposes which should come first. Supervisors, principals, city and county superintendents, and state superintendents lay great stress upon the development of an educational system designed to maintain and extend American democratic ideals. These four groups agree also as to the importance of helping American boys and girls to become socially competent and to develop into happy, well-adjusted individuals. City and county superintendents rate skills and abilities high on the list, while supervisors, principals, and state superintendents place them only midway in importance.

In contrast to the four leadership groups, teachers assign little difference in importance to the various goals listed. Their greatest point of variance is the rating of the item reading: "To develop individuals who are socially inventive that the lag between technological development and social institutions may be lessened." Teachers placed this goal first on the list in order of importance. They are in agreement with city and county superintendents that the skills are of great significance. In their rating of other goals, teachers are more concerned with the personal and social adjustments of pupils than are the other groups.

It is not the purpose of this chapter to speculate as to the reasons for divergencies of opinions, but it is significant that the groups working most directly with youth and children are particularly aware of the need for

helping them to achieve satisfactory personal and social adjustments. It might be well, on the other hand, to ask why the teacher group failed to assign significant differences to the values of the various educational aims. Is it because leadership has failed to inspire teachers to think thru and express a philosophy of education? Is it because teachers are so subject to pressure to work toward goals set by administrators or supervisors that they have not been able to clarify their own thinking? Is it possible that the duties and functions required of teachers keep them so occupied with the minutiae of their work that it is difficult for them to get a broad vision of educational problems?

State superintendents, as might be expected, see as of great importance many of the broader educational problems such as equalization of educational opportunities, the development of public understanding and support of education, and the adaptation of educational theory and practices to the problems of the postwar world.

School people may well scrutinize more closely the item given last place on the list of goals by all but the teacher group: "To develop individuals who are socially inventive that the lag between technological development and social institutions may be lessened." The war has greatly accelerated the already astounding pace of technological invention, and has brought about an unprecedented social upheaval, affecting the lives of the majority of individuals thruout the world. Undoubtedly, if our way of life is to endure, it is imperative for mankind to solve a host of grave social problems long present in our social order, but which the war and its aftermath have brought to a head. It should certainly be asked whether modern public education should not dedicate itself to much more energetic attempts than heretofore to develop individuals equipped to solve such problems and eager to do so.

Any rating of a list of educational goals can only be tentative, with current and localized problems and perplexities a potent factor in the placing of a goal either first or last on the list. Nevertheless, the responses show clearly that many educational leaders recognize that schools have responsibilities that go far beyond the teaching of skills and knowledges, important as these are. Teaching of skills and knowledges will still absorb a large portion of the school's time and attention, but they will need to be taught in a functional setting and learned much more thoroly than they have ever been before. Otherwise broader and more socially significant educational aims cannot be achieved.

List Is Broadened To Include Other Goals

A survey made of recent educational literature in order to determine educational goals as reflected in the writings of the nation's leading educators showed that they placed vocational training and the development of

the schools we keep? What is our goal for the hugest system of public education in the world? What is the purpose of its enormous expenditures of time, effort, and money? Are the schools equal to their task—not to condition docile followers, but to educate free men?¹

Our national idols have long been the scientists and the industrialists—the go-getters and the men who get things done. Certainly no one would belittle their contributions. But we cannot escape the fact that, unless social scientists and specialists in human relationships receive corresponding recognition, the leadership necessary for the very survival of our civilization cannot be achieved. The schools should not only examine their responsibility for developing such leaders, but should also seek to develop in all pupils, followers as well as leaders, those basic traits, attitudes, and appreciations that will make such leadership possible.

A great deal has been said in recent years about the importance of educating American children to know and appreciate the social order in which they live. Some act on the belief that an increased number of American history courses will accomplish this. Others stress final examinations in civics and government as a sort of intellectual passport to American citizenship. What we should want American children to learn from such courses and examinations is not a series of historical events, a set of important dates, or a collection of governmental and historical data, however useful and interesting these may be. What we do want them to learn and take pride in is the meaning of the democratic heritage, the efforts thru the past years to fulfil it, and the struggle ahead in which these children may take their part in bringing the American Dream closer and closer to realization, not only for our own people, but for all people everywhere.

Many of today's children have been nourished on hatred, fear, and ugliness. And this is true not only in the war-torn countries of the old world. Every day countless American children sit thru motion pictures in which violence and destruction are made as vivid as the art of the screen can make them. Educators, witnessing the reactions of children to such pictures, may well question whether they will ever love beauty and become really sensitive to human suffering. It seems obvious that we cannot expect to create in children a love of the good and the beautiful or sensitize them to human suffering by means of classroom teaching alone. Education must make itself felt in all forces which influence child behavior, from the home and the church to movies and the comics.

¹ Amidon, Beulah, editor. *Democracy's Challenge to Education*. New York: Farrar and Rinehart, 1940, p. 4.

WHAT HANDICAPS EFFECTIVE SUPERVISION?

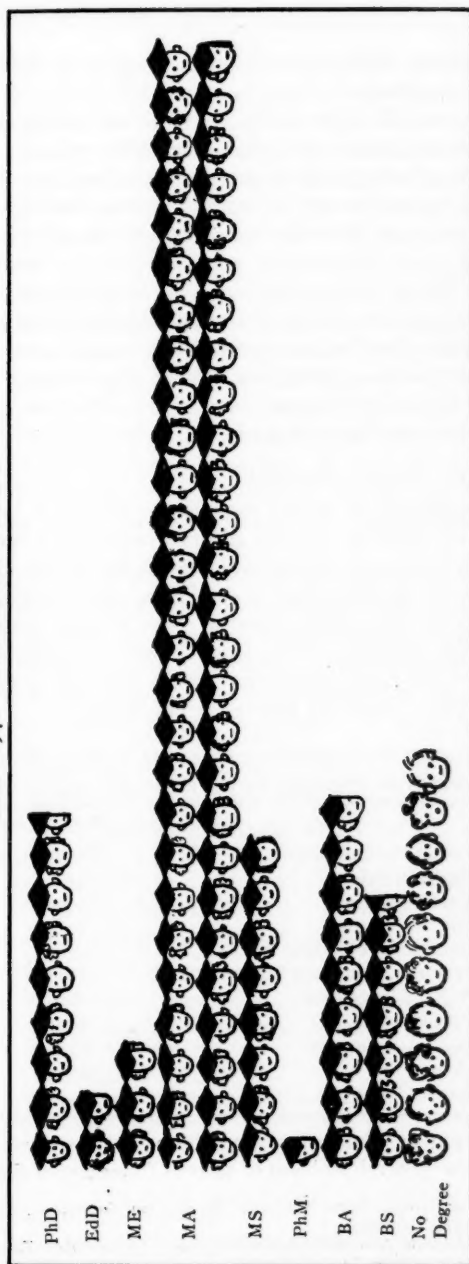
Qualified People Are Hard To Find

City and county superintendents, principals, and supervisors who responded to questionnaires showed a belief that the major handicap supervision faces is that of securing adequately trained personnel. Obviously, before making a real analysis of the problem, it is necessary to determine the characteristics of adequate training for supervision. Requirements for certification in the field of supervision vary widely from state to state. They range from a record of successful teaching experience to a minimum of a master's degree plus a record of successful teaching experiences and the completion of a specified number of units of graduate study related to the problem of supervision. Responses to the questionnaires show that of the total number of individuals questioned, one hundred and twenty four have earned degrees beyond the A.B.; seventeen have the Ph.D. or Ed. D. degree, and a considerable number more have covered at least some of the work toward their doctorates. Twenty-four of the group have earned A. B. degrees, leaving only a very inconsiderable number without some form of educational degree.

Altho the questionnaire respondents were a selected group, it seems safe to conclude that the time supervisors have spent in training for their work has, on the whole, been adequate. The question arises, then, whether or not the training many supervisors have undergone has been the best type to equip them for educational leadership. If adequately prepared personnel is not available, where does the fault lie? Is it possible to set up preservice experiences in colleges and universities that will develop the philosophy and technics essential to effective educational leadership? Is there also need for improved methods of discovering individuals who show evidence of potential leadership abilities and of guiding them into public-school supervision?

A remark frequently heard is that only those who have been outstandingly successful as classroom teachers should be employed as supervisors and that, even then, supervisors should be required at regular intervals to return for a year of classroom teaching in order to keep close to the problems of teachers. The questionnaires show that in actual practice 50 percent of the supervisors questioned did enter supervision directly from the classroom. An additional 30 percent entered thru administrative positions of various kinds. Seventeen percent were instructors in teachers colleges before they became public-school supervisors. The remaining 3 percent were research specialists and school librarians. Only one lone individual had entered supervision directly from training. It would seem, then, that any inadequacy of personnel can hardly be due to a lack of practical

FIG. 3
DEGREES EARNED BY SUPERVISORS REPRESENTED IN
THE 1946 YEARBOOK STUDY



(Each symbol represents one percent of the total number of responses to this question.)

experience in the field of classroom teaching or a background of other educational experience.

It may be well, in light of these facts, to ask ourselves whether or not highly successful classroom teachers necessarily make the best supervisors. Granted that a background of successful teaching may be a decided advantage to a supervisor, may it not also be true that a general practice of selecting supervisors from the ranks of highly competent teachers results in depriving many classrooms of good teachers who make only mediocre supervisors? What efforts have been made to isolate and define those qualities characteristic of our most successful supervisors? What phases of their training have such successful individuals found most helpful to them in their work as supervisors? What suggestions, if any, might our best leaders in the field of supervision have to offer concerning preservice experiences for supervisors of the future?

Funds Aren't Always Available

State superintendents headed their list of handicaps facing supervision with "lack of funds to pay for adequate supervision services." A study made of the status of rural-school supervision in the United States in 1944² points out that the range of rural supervisors' salaries in this country is from \$1300 to \$6000, with a median salary of approximately \$2400. The following table, compiled from data in a National Education Association bulletin gives the salary ranges for various kinds of supervisory services in cities of from 30,000 to 100,000 in population.

TABLE 1—SALARIES PAID VARIOUS SCHOOL SUPERVISORY OFFICERS, 1942-1943, TWO HUNDRED AND FOURTEEN CITIES 30,000 TO 100,000 IN POPULATION³

	<i>Median</i>	<i>Maximum</i>	<i>Minimum</i>
Director of Vocational Education	\$3365	\$5500	\$2181
Director of High Schools	3302	4300	2300
Director of Kindergartens	3000	3800	1955
Director of Primary Grades	2970	5500	1620
Director of Intermediate Grades	2950	4500	1500
Director of Research, Tests, and Measurements	2870	5155	642
Director of Physical Education	2808	5500	1215
Director of Music	2544	5500	1005
Director of Visual Education	2510	3600	1200
Director of Art	2365	4360	1260
Chief Attendance Officer	2150	4388	425

The question of salaries for supervision services cannot be dealt with apart from the general problem of salaries for teachers. Supervision, how-

² University of Georgia. *Status of General Rural School Supervision, United States*. Athens: the University, 1944. (Mimeo.)

³ National Education Association, Research Division. *Special Salary Tabulations 11-B*. Washington, D. C.: the Association, July 1943. p. 18.

ever expert, cannot be expected to affect the school systems markedly when teachers are overworked and underpaid. The problem of providing funds for all types of educational service can be solved only by arousing the interest and concern of the public, and thus obtaining more adequate public funds for education in general. Such articles as that appearing in *Reader's Digest* for October 1945, "Teachers' Pay—A National Disgrace," may do more to help the situation than carefully prepared articles in educational journals.

Many salaries offered supervisors are inadequate to attract the kinds of individuals needed for school leadership. While they are higher in general than teachers' salaries, supervisors' expenses are so great that in many instances their net incomes are less than those of the teachers they supervise. Supervision needs to ask to what extent the problem of the financing of supervision services has its roots in the failure of administrators to assign proper status to supervision. Administration, on the other hand, should examine staff salaries to see whether or not the services they expect from supervisors coincide with their own evaluation of those services in dollar and cents terms.

Careful evaluation of the various types of supervisory services, analyses to determine which types of supervision seem most likely to assure lasting benefit to the children in the schools, and compensation at least in some measure commensurate with the preparation of supervisors and the duties expected of them are the obligation of administrators in providing desirable supervision services for any school system.

Theory and Practice May Be At Odds

A considerable proportion of the supervisors and supervising principals responding to the questionnaires felt that the second most serious problem in supervision is the failure of leaders to translate the educational philosophy to which they subscribe into meaningful school practice. However, an examination of the functions frequently or regularly performed by supervisors seems to show little inconsistency between worthwhile supervisory aims and actual practice.

TABLE 2—FUNCTIONS FREQUENTLY OR REGULARLY PERFORMED BY SUPERVISORS RESPONDING TO QUESTIONNAIRE

Percent	Functions
100	Attending meetings of professional organizations
97	Discussing educational philosophy or objectives with teachers
96	Holding group conferences to discuss common problems
96	Making classroom visits
95	Holding individual conferences with teachers on problems they propose
94	Discussing methods with teachers
89	Working on committees in professional organizations

(Continued on page 38)

TABLE 2—FUNCTIONS FREQUENTLY OR REGULARLY PERFORMED BY SUPERVISORS RESPONDING TO QUESTIONNAIRE—(Continued)

Percent	Functions
88	Evaluating and selecting books for pupil use
88	Leading teaching groups in formulation and development of a common philosophy of education
86	Helping teachers organize and develop source or teaching units
86	Giving suggestions or instructions on how to initiate or carry thru an instructional unit
85	Organizing and working with teacher groups in curriculum revision programs
82	Interpreting test data to teachers and helping them to use them for improvement in teaching
81	Evaluating and selecting books for teachers' libraries
79	Acting as consultant in local faculty group meetings
78	Working with curriculum consultants in analysis or development of curriculum program
73	Speaking to lay organizations
72	Speaking to parent study groups
71	Holding office in professional organizations
70	Interviewing parents or laymen regarding educational matters
69	Writing or developing curriculum materials
67	Preparing descriptions of educational philosophy or objectives with teachers
65	Preparing manuals or bulletins on teaching various subjects
65	Setting up courses of study, scope, and sequence plans
65	Developing pupil-accounting systems, such as cumulative record cards
64	Interviewing prospective teachers, employees
62	Setting up and administering program to evaluate school practices
62	Directing testing programs
54	Preparing source or teaching units for use of teachers
53	Organizing and/or directing workshops for local teachers in the local area
47	Previewing films, stillfilms, records, or recordings
46	Instructing teachers in the use of audio-visual aids
45	Preparing written reports of classroom visits for the superintendent
44	Writing articles on education or the activities of the school for the newspapers
42	Administering standard tests
39	Planning demonstration teaching
39	Organizing audio-visual materials
39	Working with a teacher to help her do demonstration teaching
37	Organizing and/or directing worktype teacher meetings
36	Distributing audio-visual materials
30	Organizing and/or directing workshops for teachers on university campuses
29	Writing for professional journals or magazines
26	Correcting tests
14	Writing or collaborating in writing of textbooks

Of the functions listed as being performed regularly or frequently by between 80 and 100 percent of questionnaire respondents, more than half involve the discussion of the theory and philosophy of teaching or are concerned with professional meetings. May it not be that the fault lies not so much in the performance of functions inconsistent with the theories advanced by supervisors, but in a general tendency to talk too much and do too little? Should supervisors spend more time organizing, directing, and participating in teacher workshops; making provision for teachers to see excellent demonstration teaching; and working with teacher groups in the revision or development of curriculum programs?

There Is Confusion Over Duties

Another major handicap to supervision, according to questionnaire respondents, is confusion concerning supervisory duties. The questionnaires list over forty-five supervisory functions. Not a few of the respondents indicated that they performed more than half of these frequently or regularly. The supervisors expanded this list of duties still further. It is no wonder that some supervisors, especially those in general elementary or secondary supervision, are confused. It is obviously impossible for any one individual to handle successfully such a wide variety of duties. The problem of selecting which activities result in the greatest good is serious in itself. Added to this, many supervisors are asked to perform various duties which are essentially administrative in nature. Tensions arise when such individuals, accustomed to handling certain administrative details, unwittingly assume more authority than they should, or when supervisors are given so many tasks not directly related to the instructional program that they are frustrated in attempts to effect improvement in the classrooms. Certainly there is need for a clear-cut statement of those functions which should be expected of various classes of supervisors, together with a precise differentiation between administrative and supervisory functions.

Some Fail To See Their Job Realistically

Principals in both secondary and elementary schools, according to questionnaire responses, felt that supervisors do not see educational problems realistically, and that they do not make sufficient efforts to understand administrative problems and points of view. Many supervisors, on the other hand, felt that their services are not used to the best advantage by administrators.

The supervisory group was even more critical of supervisors' failure to achieve a broad view of educational problems than were the other groups. Solutions they offered to the problem were:

1. More general supervision, or requiring all supervisors of special

subjects to have experiences designed to show them how to use specialized knowledges and interests to strengthen the total educational fabric

2. The placing of much stress upon good teamwork among the members of supervisory staffs
3. Clear definition of supervisory duties and functions and differentiation between administrative and supervisory functions
4. Closer contacts between supervisors and administrators in order to gain better understanding of each others' problems and points of view
5. Much more vigorous attempts than have been made so far by supervisors to make their services valuable.

Human Relationships Create Problems

In an article dealing with handicaps to improved instruction Alice Miel presents an interesting analysis of barriers to instruction compiled from data obtained from students in a course at Teachers College, Columbia University.⁴ Slightly more than 17 percent of the items named as handicaps to improved instruction deal directly with the problems of supervision.

'One man rule,' 'needless red tape,' 'teacher feuds,' 'lack of good leadership—the small mind in the high place,' 'failure of the supervisors to use the thinking ability of their teachers for the benefit of the whole school,' 'lack of equipment essential for better learning on the part of the pupils'—these are only a few of the 440 items listed by a group of 50 students enrolled in the writer's course at Teachers College, Columbia University, when they were asked to name what seemed to them to be the most significant barriers to improved instruction in the schools they know best.

The greatest lack in supervisors' knowledge and understanding, in the opinion of the group, is in the field of human behavior. Special knowledge in this field should be part of the equipment of such officers, it is felt.

The tabulation . . . reveals the frequency with which individual items referred to in the foregoing discussion are named as barriers.

<i>Barriers</i>	<i>Frequency of Mention</i>
Materials, equipment, facilities	41
Teacher load	26
Inertia, lack of interest	24
Leadership	19
Teacher preparation	16
Lack of cooperation	14
Philosophy and goals	13
Community lack of understanding	13
Teachers' salaries	11
Community meddling and pressures	11
Fear of change	10
Politics	9
Teacher quarreling, jealousy	9
Lack of in-service education	7

⁴ Miel, Alice. "Barriers to Improved Instruction." *Teachers College Record* 46: 434-44: April 1945.

<i>Barriers</i>	<i>Frequency of Mention</i>
Teacher fear and insecurity	7
Inflexibility	7
Tradition	6
Supervisory inconsistency	6
Teachers' personal problems	6
Racial differences	6
Financial support	5
Teacher selection	5
Pupil load	5
Vision	5
Supervisory technics	5
Supervisory knowledge of human behavior	5
Professional ethics	5
Lack of recognition and incentives	5
Interruptions of classroom work	4
Administrative ability	4
General understanding of children	4
Religious differences	4
Teacher rating	3
Physical condition of pupils	3
Teacher health	3
Schedules	3
Standardized tests	3

There are several salient features of the problem of educational barriers. Altho conditions of work are mentioned with highest frequency, it is obvious that the solution to the problem of removing these and other barriers is almost entirely one of improving human relations in and around schools. Something is wrong with a picture which contains so little interest and drive, so much fear and insecurity, so much quarreling and misunderstanding, so much conflict and lack of cooperation, such unwholesome attitudes.

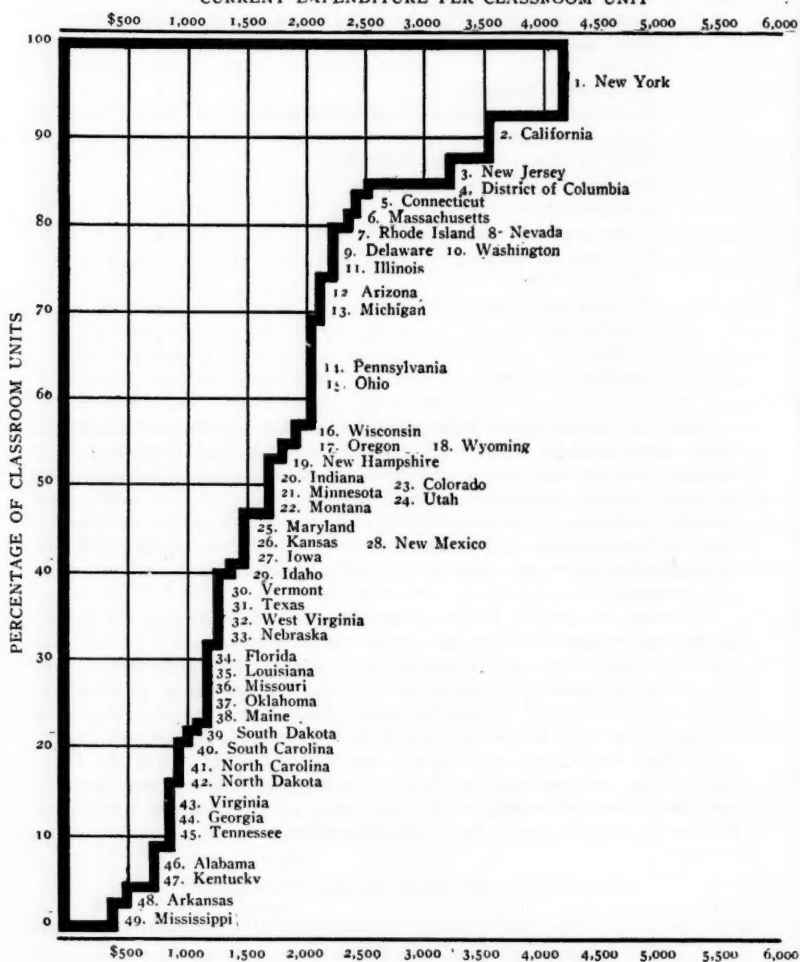
Somehow educational leaders must find ways of improving the quality of the motivations of all persons connected with schools. They must help groups to realize the significance of the job they have undertaken when they enter the teaching profession so that they will be able to set for themselves worthwhile and challenging goals. They must also help themselves to learn better ways of getting along with others so that groups may accomplish what individuals working at cross purposes may never do. Once people who are motivated by high purposes and skilled at working co-operatively set their minds to the task, many of the relatively mechanical barriers to progress can be dealt with effectively and with comparative ease.

HOW IS SUPERVISION BEING PROVIDED?

How are state, city, and county departments of education organized to provide for supervision services? How are these services financed? What do superintendents consider to be the major functions of supervisors?

In the foregoing section of this report the inability to pay for super-

FIG. 4
STATE MEDIAN LEVELS OF SUPPORT PER CLASSROOM UNIT
THE 48 STATES AND DISTRICT OF COLUMBIA
CURRENT EXPENDITURE PER CLASSROOM UNIT



vision services was rated as one of the three greatest handicaps in the extension of such service. An examination of the basis of financial support of a program of public education reveals information pertinent to this problem.

A committee of educators representing the United States Office of Education, the National Education Association, the American Council of Education, the National Council of Chief State School Officers, and the Southern States Work Conference was shocked by its findings in a study of this problem. The following graph incorporates the significant data gathered in this study which was reported by John K. Norton and Daniel R. Davies.⁵

After making this careful analysis of state median levels of support per classroom in the forty-eight states and the District of Columbia, the committee concluded that "millions of children are either being denied all educational opportunity or the provision made for their schooling is so meager that their preparation for citizenship is wholly inadequate." A study of the current expenditure per classroom unit in New York contrasted with a similar study in Mississippi sharpens the gross inequalities that exist in the United States in the provision made for public education. Norton and Davies further conclude that "the states themselves are not going to be able to provide educational opportunity as long as the financing of education rests almost solely on the fiscal resources of the individual state."

To what source may states without adequate resources to finance a desirable program of public education go for support? Can provision be made other than thru the federal government?

State Programs Offer Many Ways of Working

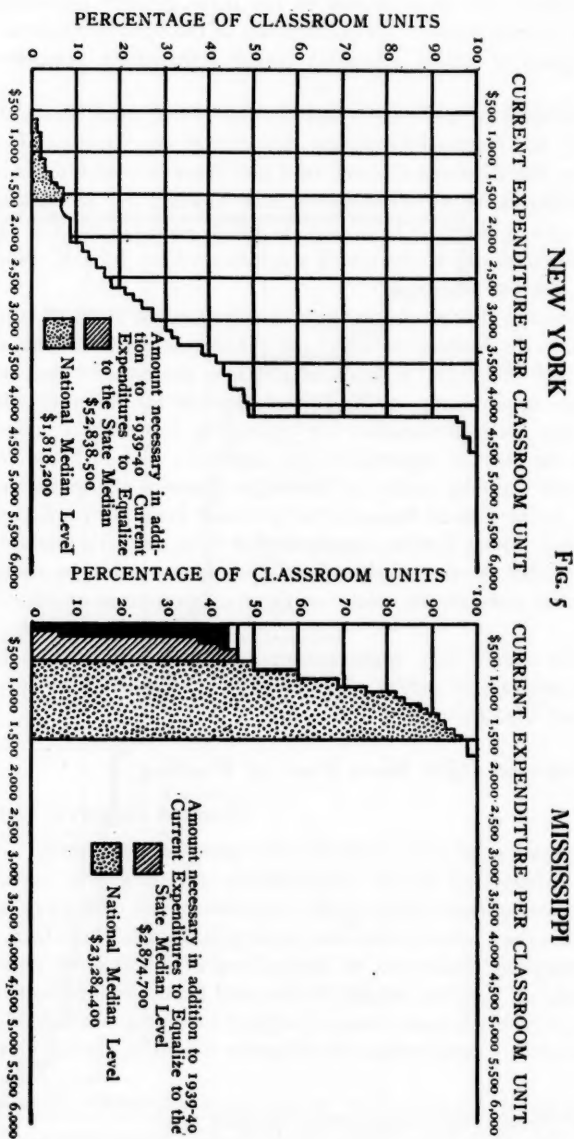
Financial Support Is Planned For

In preparation of this yearbook the question was asked, "Will you describe briefly the state's responsibility for financing supervision?" Responses came from thirty state departments of education, and it is obvious that they were conditioned, in large measure, by the facts revealed in the foregoing discussion of inequalities of educational opportunity.

The state of Virginia, which Norton and Davies ranked forty-third in ability to provide adequate financial support for a program of public education, submitted a comprehensive statement which is quoted here.⁶

⁵ Norton, John K., and Davies, D. R. "National Educational Inequality: Revealing the Facts in the Case." *Teachers College Record* 46: 353-59; March 1945.

⁶ Virginia State Board of Education. *Regulations Governing Reimbursement from State Funds to Counties and Cities on Account of Supervisors of Instruction for White and Negro Elementary Schools, High Schools and of Directors of Instruction Employed for the School Year 1945-1946*. Richmond: the Board, April 1945. (Mimeo.)



1. Reimbursement from State funds will be made only on salaries of individuals employed for and doing *general* supervision of instruction, whether in the elementary schools, high schools, or both. No reimbursement will be made on salaries of individuals doing special supervision in the schools—such as supervisors of Art, Music, etc.

2. Reimbursement from State funds to counties and cities on account of salaries paid for general supervision of instruction will be made on the following basis:

- a. *Elementary Schools*—Two-thirds of the annual salary paid each elementary school supervisor not to exceed two-thirds of \$2500.00, and not to exceed four supervisors for the White and Negro elementary schools of any school division. The distribution of supervisory personnel as between the White and Negro schools in the division will be based upon the recommendation of the division superintendent of schools, subject to the approval of the State Superintendent of Public Instruction. (Maximum State reimbursement per supervisor \$1666.66.)
- b. *High Schools*—Two-thirds of the annual salary paid each high school supervisor not to exceed two-thirds of \$2500.00, and not to exceed *one* high school supervisor for any county or city. (Maximum State reimbursement per supervisor \$1666.66.)
- c. *General Supervisor*—In lieu of a high school supervisor or an elementary supervisor (a and b above) two-thirds of the annual salary paid a general supervisor not to exceed two-thirds of \$2500.00, and not to exceed *one* general supervisor for any county or city. (Maximum State reimbursement per supervisor \$1666.66.)
- d. *Director of Instruction*—In lieu of a high school supervisor or general supervisor (b and c above), two-thirds of the annual salary paid a Director of Instruction not to exceed two-thirds of \$3000.00, and not to exceed *one* director for any county or city. (Maximum State reimbursement per director \$2000.00.)

3. Reimbursement from State funds will be made only on the salary paid the supervisor. In addition to the salary of the supervisor, an allowance for travel expense proportionate to the amount of travel required of the supervisor should be made. This allowance must be paid in full from local school funds.

4. Reimbursement from State funds on the salaries of supervisors or directors of instruction is based on the assumption that the full time of such individuals will be given to the general supervision of instruction in the fields to which assigned; hence the right is reserved to make such reimbursement from State funds toward such salaries only to the extent of two-thirds of the time given to the general supervision of instruction, pro-rated on reimbursements as above set forth.

Recent legislation enacted in California concerned itself with equalizing the burden of supporting the program of education thruout the state. Ranked second by Norton and Davies in ability to finance education, California's provision for supervisory services should be more adequate than provision for similar services afforded by Virginia. Even in this

state, however, inequalities exist and it is necessary to equalize the financing of public education.

In California the county elementary-school supervision fund is derived entirely from state apportionments, and is intended for use for the payment of salaries and expenses of supervision of instruction under the direction of the county superintendent of schools. Until recent legislation all moneys were to be used exclusively for the payment of salaries and necessary expenses of supervisors to supervise instruction in the elementary-school districts of the county having less than 300 units of average daily attendance during the next preceding school year. Provision, however, has been made for a county elementary-school supervision fund for schools of fewer than 900 units of average daily attendance. These moneys may also be used for the furnishing of such clerical help, supplies, and equipment to the supervisors as the county superintendent of schools deems necessary. In addition, the county superintendent may expend from the county elementary-school supervision fund such amounts as may be necessary for the preparation and coordination of courses of study.

County secondary-school supervision is also provided for in the *Education Code* of California. This fund shall be used by the county superintendent of schools in instances where unified school districts contract with the county superintendent to provide supervision of instruction and service in connection with preparation and coordination of courses of study for secondary schools.

Provision for supervision in the cities of California is made in accordance with the following section of the *Education Code*.⁷

4173. One additional teacher unit shall be allowed to each unified school district for each 300 units of average daily attendance in the aggregate in the elementary schools of the district during the next preceding school year. All moneys received by a school district under this section shall be expended exclusively for the salaries and necessary expenses of supervisors of instruction and for the preparation and coordination of courses of study as prescribed in Article 8 of this chapter.

In checking the questionnaire for this yearbook, the California State Department of Education stated that supervision services were not adequately provided for in the state as a whole. One of four reasons given was "lack of funds," just as was the case in the response from Virginia. After examining the ability of each of these states to support a program of public education it is obvious that lack of funds means something very different in each instance.

⁷ *Education Code, State of California*. Sacramento: Bureau of Printing. (Documents Division) 1943.

State Financial Provisions Vary

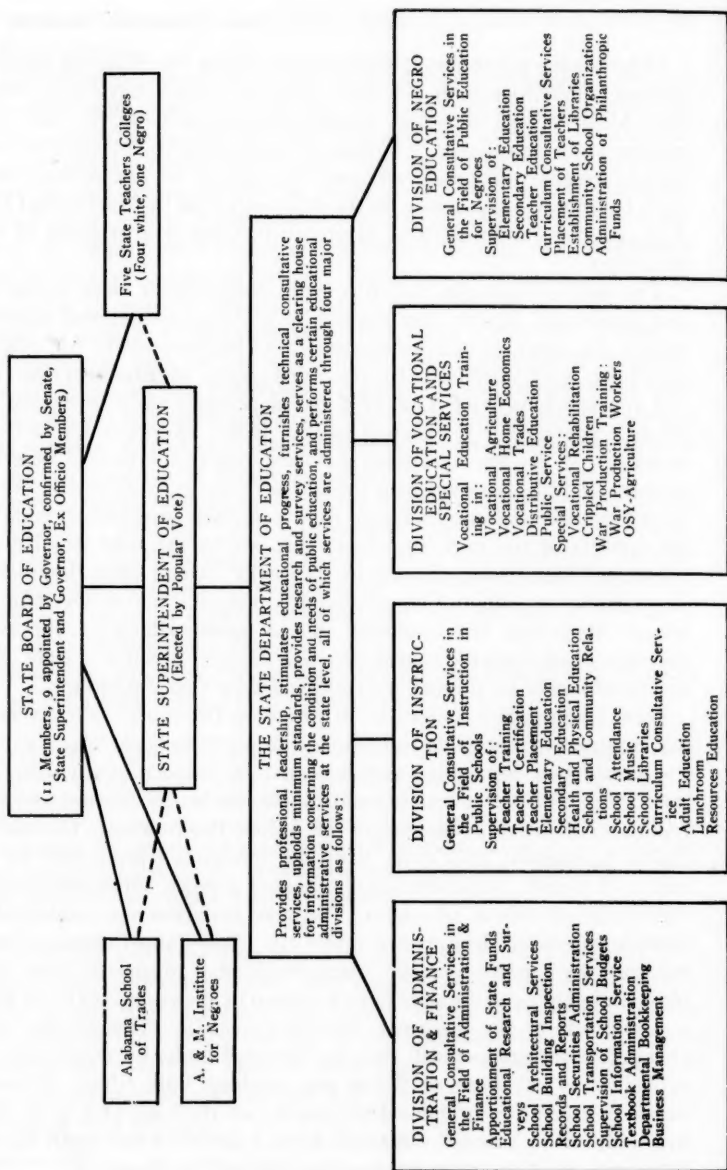
Other replies concerning a state's responsibility for financing supervision indicate similarities with the two programs which have been detailed. The Alabama plan allows to counties teacher-units on the basis of the average daily attendance, and money is allocated to the counties on the basis of teacher units. Counties may use money for one or two teacher-units to employ a supervisor. In the study reported by Norton and Davies, Alabama ranks forty-sixth in its ability to support a program of public education.

The state of Georgia, which is given forty-fourth place in the study just mentioned, reports that counties employing instructional supervisors receive for supervision from the state: (a) teacher's salary for which the certificate held qualifies; (b) one-third salary as administrative funds; and (c) supplement of \$400 or \$500 (depending upon supervisor's certificate) provided it is matched locally. Idaho, twenty-ninth in ranking, states that so far the state does and must supply the limited supervisory finances. It adds, however, that there is need for supervisors sent out from normal schools and universities to follow up their graduates in addition to the services of the two supervisors sent out by the state department of education. Supervision services in Kentucky, which ranks forty-seventh in its ability to support an educational program, are financed by local boards. Mississippi, the state least able to finance education, reports that the state should provide consultative and advisory services at state expense and should assist local units in developing supervisory programs.

New Hampshire is unique in its provision for supervision. In its original program of statewide supervision the superintendent was accepted as a supervisor of instruction supplemented by subject supervisors on the state level. This state, which ranks nineteenth in the Norton and Davies report, contributes a base salary of \$2000. Pennsylvania, fourteenth in ability to support education, pays the minimum (prescribed by law) salary of county superintendents, assistant county superintendents, and supervisors of special education. The state mandates the employment of superintendents in districts not under the county superintendent and reimburses for a portion of the salary. Additional supervisors may be employed. If employed the state pays a portion of the salary. If House Bill 568 is approved by the governor, the basic plan in Pennsylvania will be changed. State support will then be provided under an equalization plan providing a maximum of \$1800 per teaching unit (thirty elementary pupils or twenty-two high-school pupils) on the basis of a local levy of five mills on the assessed valuation. After a period of two years the maximum state reimbursement per teaching unit will be \$2000.

Wisconsin provides support for the nine supervisors in the state depart-

FIG. 6
THE ORGANIZATION AND FUNCTIONING OF THE ALABAMA
STATE DEPARTMENT OF EDUCATION



ment of education and also reimburses the several counties for rural supervision to the extent of one supervisor for every county having 120 elementary teachers and two supervisors for counties having more than 120 elementary teachers.

The encouraging factor in this view of the ability of states to finance a program of public education is that each one, within the limits of its resources, is making some provision for supervisory services.

Organization For the Job Is Important

How are state departments of education organized to provide for supervisory services? What is the relation of such a department to the smaller units in the states? Are they organized on the modern and democratic method or is the organization a traditional line and staff type?

The following diagram submitted by the Alabama State Department of Education presents an interesting study. As has been previously pointed out, Alabama ranks forty-sixth in the report by Norton and Davies, in terms of ability to support a program of public education. There is no indication, however, that the lack of financial resources has influenced the basic planning done in Alabama. The state superintendent of education reports that there is need for more supervision at both elementary and secondary levels and that such supervision should be of a general rather than a special nature.

Many Services Are Included

Thirty state departments of education responded to the question, "What do you consider to be the major function of supervisors employed in your department?" Their statements fall into the following categories:

1. To assist local leaders and teachers to improve the quality of instruction in the state
2. To provide professional leadership thru conference and group activity
3. To visit schools and check on teaching aids, methods, and technics
4. To interpret and administer the laws governing the program
5. To bring to superintendents, supervisors, and teachers tested educational principles and technics
6. To help evaluate local practices
7. To prepare curriculum materials
8. To assist governing boards of school districts to formulate intelligent policies of instruction
9. To guide and stimulate teachers toward educational growth
10. To develop the individual to live in a democracy.

Curriculum Building Is Part of Supervision

A review of the answers given by state departments of education to an inquiry concerning curriculum development is essential before an interpretation can be made of the supervision services. The question asked was,

"What major responsibilities do you expect supervisors in your department to assume for a statewide program of curriculum development?" Supervision and curriculum were treated in separate questions on the questionnaire in order that curriculum work going forward in any state might not be overlooked. The following ten major classifications cover the responsibilities expected of state supervisors for curriculum development:

1. To assume leadership for the proper building of curriculum, and to advance ideas and execute plans to insure broader and more progressive programs of work
2. To serve on the state steering committee in assisting in the preparation or reviewing of state curriculum bulletins
3. To work with local curriculum groups, becoming a member of such groups and providing study bibliographies
4. To serve as consultant in in-service courses for teachers
5. To head curriculum projects carried on primarily in the summer workshops at state universities or colleges
6. To organize and direct continuous curriculum study and development thruout the state
7. To stimulate and provide leadership for professional growth
8. To help coordinate the work of curriculum committees in the state, and to bring to these committees outstanding teachers who have a sane outlook and know the goals or objectives
9. To develop the aims and objectives to be achieved in the state
10. To check outcomes of all subjectmatter.

Mississippi again answered with a statement almost identical to that given by California. In essence both states said, "The major responsibility we expect supervisors in our department to assume for a statewide program of curriculum development is to organize and direct continuous curriculum study and to establish constantly improved practices." It is significant that the basic thinking concerning the importance of curriculum development is the same.

Wisconsin Plans a Five-Year Study

The state department of education in Wisconsin responded to the questionnaire by submitting a description of the five-year curriculum revision program which it is sponsoring in cooperation with the Wisconsin Education Association. The following statement is quoted from an article which describes the state curriculum staff and its relation to local programs.⁸

The Wisconsin Cooperative Educational Planning Program is somewhat unique among the self-study and planning programs set up by and for

⁸ Mackenzie, Gordon. "Wisconsin Cooperative Educational Planning Program." *Wisconsin Journal of Education* 77: 52-55; October 1944.

the schools of various states, in that all types of problems are being considered, and citizens of the state are carrying the leadership responsibility. The Wisconsin program is concerned with the total educational program and all conditions which influence its success. The committee organization will indicate this breadth of concern.

The chart on page 52 shows that the total program is under the direction of the Cooperative Planning Council, members of which were appointed by the Wisconsin Education Association and the state department of public instruction.⁹ The arrows on the chart indicate that all recommendations involving the public schools of the state clear thru the coordinating committee of the state department of public instruction.

The purposes of the Wisconsin state program and the relation of the curriculum staff members and the supervisors of the state department of education to the program and to one another are quoted from the *Wisconsin Journal*.¹⁰

Among the several purposes of the state curriculum program, two are of first importance: (1) the encouragement of continuous and long-time local programs of curriculum study, and (2) the development of curriculum guides for elementary and secondary schools. The preparation of curriculum guides is most valuable as a means for encouraging local study programs and widespread discussion.

Recognition must be given to the fact that the most significant part of the state program is the local curriculum activity which takes place in the cities and counties throughout the state. Few, if any, desirable modifications will be made in the learning situation for boys and girls unless local groups and individual teachers study their problems. For this reason, much attention has been given to plans for assisting individual schools and committees on their curriculum planning.

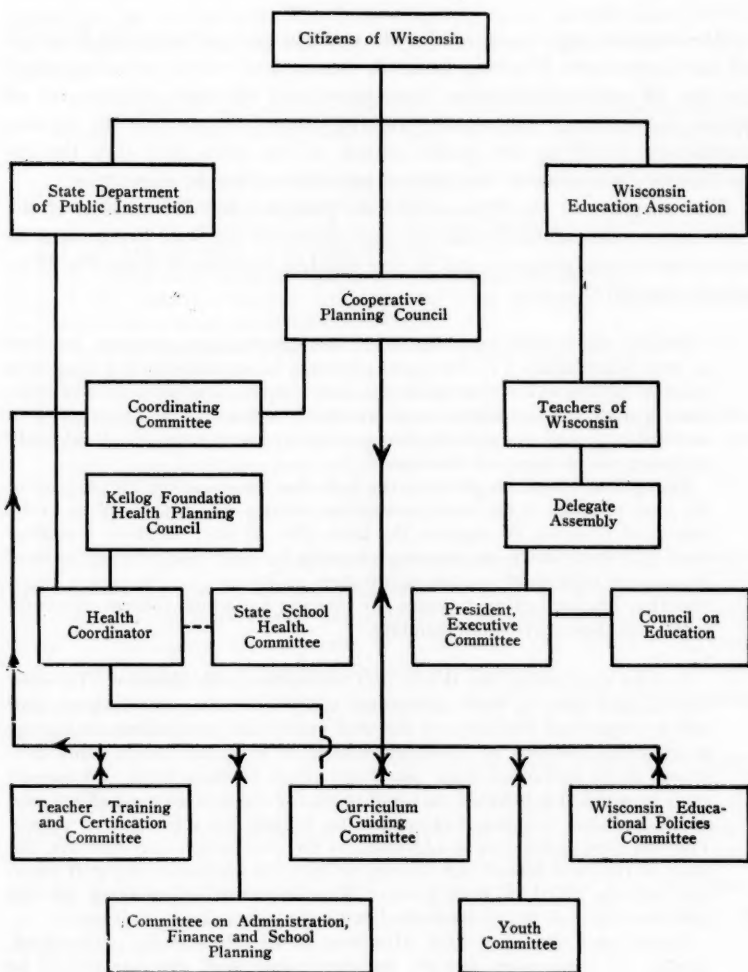
Policies Governing the Work of Curriculum Staff Members. To assist local school units in their curriculum study activities, a curriculum staff will be organized. Members of this staff group will be available on request to aid cities, counties, or individual schools to start curriculum study programs, or to reexamine some particular phase of their work. To suggest ways in which it is believed that staff members can be used most effectively, the Curriculum Guiding Committee has prepared a statement of policy. This has three parts, one is addressed to the curriculum staff member, the other to the local school unit wishing to have the services of the staff member, and the third to both groups. This statement is presented for the guidance and use of all concerned with the curriculum program.

Guides to Curriculum Staff Members. In all relationships with school, faculty, or community groups, the curriculum staff member should be:

⁹ Wisconsin Cooperative Educational Planning Program. "Organization for Curriculum Planning." *Wisconsin Journal of Education* 77: 173-76; December 1944.

¹⁰ Wisconsin Cooperative Educational Planning Program. "The State Curriculum Staff." *Wisconsin Journal of Education* 77: 317-19; March 1945.

FIG. 7
WISCONSIN COOPERATIVE EDUCATIONAL PLANNING
PROGRAM—I



regarded as a resource person whose background of experience, training and thinking, and whose personal characteristics, make him a valuable counselor to those who are working on curriculum problems. This concept of the curriculum staff member as a resource person and counselor leads to several suggestions as to procedure.

1. The curriculum staff member's first responsibility is to study the local situation and carefully analyze the problem on which help is requested.

2. The curriculum staff member can serve best as he becomes a member of a working group and can raise questions, make suggestions, and help evaluate plans and their execution. It is not his responsibility, however, to recommend specific solutions in either oral or written form.

3. The curriculum staff member can serve best if he is an adaptable person who encourages groups to work out variations from known practices, as well as promising original procedures of their own. His function is to stimulate group thinking rather than indoctrinate for his preconceived concept of the curriculum.

4. The curriculum staff member will work with and thru the local administrative officer.

In Figure 8 the proposals for the organization of curriculum activities are incorporated.¹¹

A study of this proposal for the organization of curriculum activities reveals the close cooperation between the state department of public instruction and the teacher-training institutions in their efforts to improve the instructional program in the state of Wisconsin. Workshops are being planned in several institutions for three purposes.¹²

1. To assist individual teachers in planning their work and preparing units
2. To enable committees from individual cities and counties to work together under guidance, where instructional materials and other resources are available for their use
3. To facilitate the work of various statewide committees and to prepare bulletin materials.

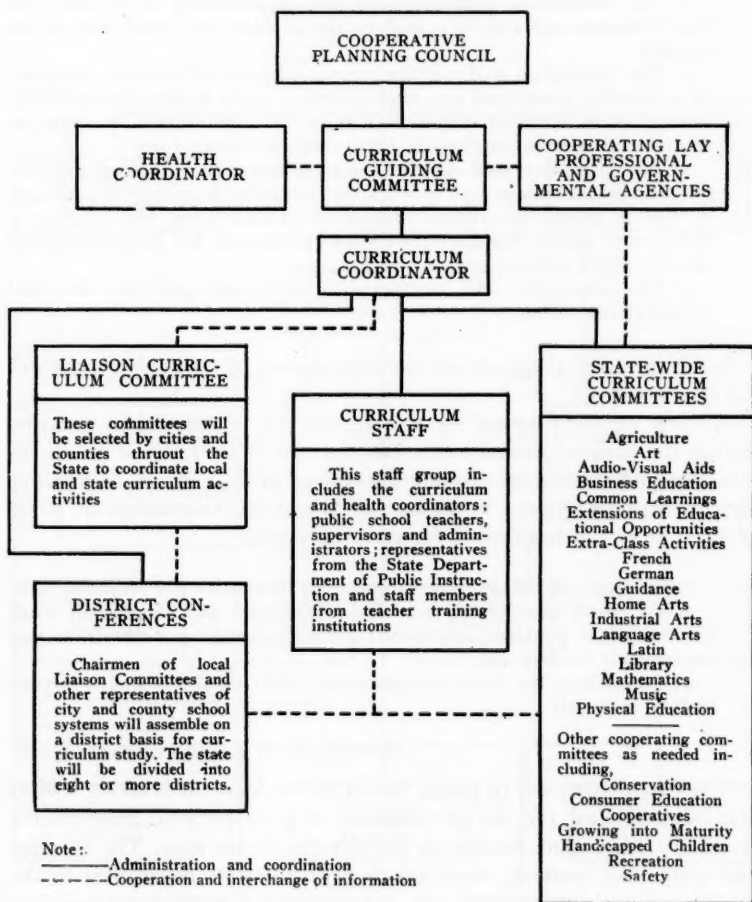
Montana Tries a Cooperative Program

The state department of public instruction in Montana is taking leadership responsibility for the development of a cooperative program for secondary curriculum revision in the schools of that state. The agencies and individuals working cooperatively with the state department in the curriculum revision program are the Montana Education Association, Montana School Boards Association, Montana School Administrators, faculty members of the University of Montana, and teachers and admin-

¹¹ Wisconsin Cooperative Educational Planning Program. "Organization for Curriculum Planning." *Wisconsin Journal of Education* 77: 173-76; December 1944.

¹² Wisconsin Cooperative Educational Planning Program. "The State Curriculum Staff." *Wisconsin Journal of Education* 77: 317-19; March 1945.

FIG. 8
WISCONSIN COOPERATIVE CURRICULUM
PLANNING PROGRAM—II



istrators. In addition to these groups, the state of Montana tapped the resources of a professional group not yet mentioned in curriculum programs. The cooperation of the Montana branch of the Northwest Society for Supervision and Curriculum Development, a regional organization which is a part of Association for Supervision and Curriculum Development of the National Education Association, suggests to other state departments a source of leadership for curriculum revision programs.

From a study bulletin which the Montana State Department of Public Instruction prepared for school faculties, professional organizations, parent-teacher groups, school trustees, and laymen, the following excerpts were taken:¹³

Who Can Do the Job? The job of revising the state course of study for high schools can be done best by the teachers and administrators of our public schools, representing every part of the state and all types of Montana communities. They are closest to the problems of youth and they are the ones who will put a new curriculum into practice.

Who Can Help? The State Department of Public Instruction, charged by law with the responsibility for preparing and distributing the course of study of schools.

A State Curriculum Steering Committee appointed to advise the State Department. The Committee consists of representatives from interested professional and lay groups.

The Montana State University, through the setting up of a Curriculum Revision Center during the summers of 1945 and 1946.

Outside curriculum consultants and specialists who have worked on similar programs in other states.

School trustees and administrators by providing funds to send one or more representative to the Curriculum Revision Center.

High school pupils by making suggestions for improvement.

How Can the Job be Done? The answer lies in cooperative effort. This means:

1. Preliminary discussion this winter and spring by teachers and lay groups throughout the state.
2. Teachers working together at the MSU Curriculum Center in the summer of 1945 to produce first drafts of curriculum materials.
3. Teachers trying out these materials under classroom conditions during the school year 1945-46.
4. Revising these materials in the MSU Curriculum Center in 1946.
5. Provision for continually revising the materials and keeping them up to date.

To carry out such a cooperative project will require:

1. A state curriculum steering committee to formulate revision policies and to advise the State Department of Public Instruction.

¹³ Montana State Department of Public Instruction. *A Cooperative Program for Secondary Curriculum Revision in Montana Schools*. Bulletin No. 1. Helena: the Department, 1945.

2. An editorial board responsible for editing all materials before publication.
3. A well-organized handbook of procedure and guiding principles for use in preparing the details that will make up the completed curriculum.
4. Provision for contacts with students, teachers, and lay people from time to time for the purpose of criticism and evaluation.
5. A center for continuous curriculum development functioning through the University for the purpose of assisting school systems working on the adaptation of the state curriculum to local circumstances.
6. Supervision of the entire project by the State Department of Public Instruction.
7. Continuous evaluation and revision of the curriculum to keep it alive and useful.

The organizational chart for this secondary curriculum revision in Montana is shown on page 57.

These curriculum development programs, in a sampling of states, provide evidence of a close correlation between the supervisory and administrative functions listed by superintendents as being of major importance and the services actually rendered by those they employ as state supervisors. A careful analysis of the ten supervisory and ten curriculum functions considered significant by state superintendents reveals a considerable variety of leadership services expected of the staff of a state department of education.

In addition to the programs described, curriculum materials which have come out of the leadership work carried forward by supervisors in Alabama, California, Connecticut, Kansas, Maryland, Oregon, Texas, Virginia, and Washington were carefully reviewed. It is significant that in no instance did a state report that curriculum development was not a part of the supervisor's responsibility. There seemed to be little correlation between a state's ability to support a program of public education and the quality of curriculum thinking going forward in that state. Does that conclusion pose a problem for the states that are above the median in their ability to support a program of public education? Are those states providing the supervisory services they are financially able to support?

Counties and Cities Provide for Supervision

Financing Parallels State Plans

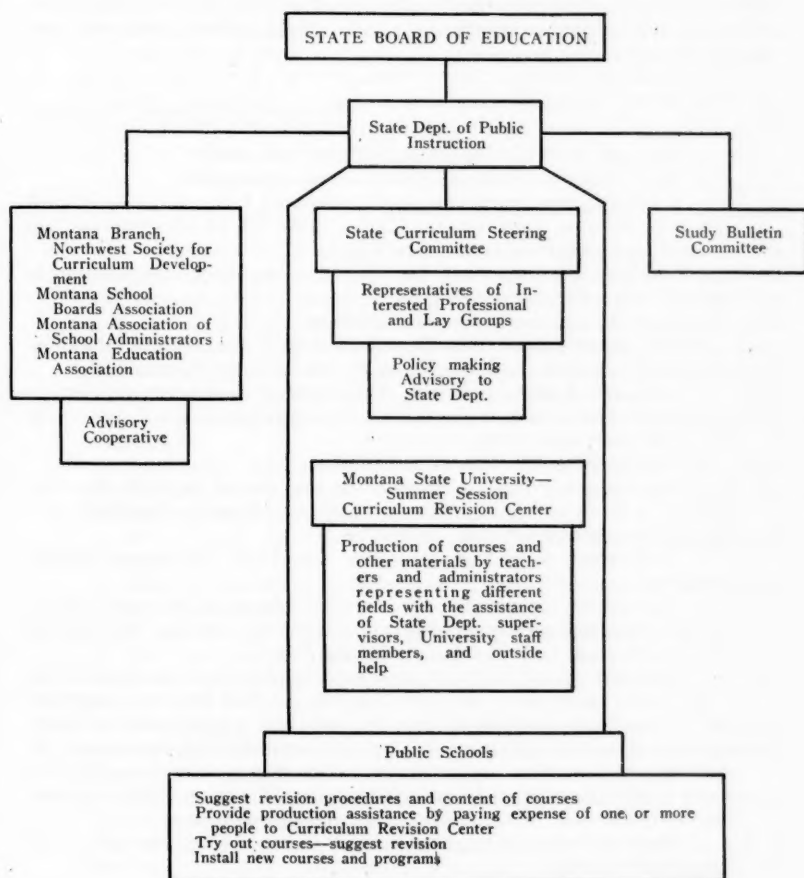
The manner in which a city, county, parish, district, or other subdivision of the state finances a program of supervision is indicated in the discussion of the state and national situation.

Groups Organize for Service

The responses given by county and city superintendents to the question

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FIG. 9
Organization for
SECONDARY CURRICULUM REVISION
in Montana



concerning supervision personnel provided in their school systems revealed many similarities. For purposes of this report responses from counties and cities will be separated, and only those statements which indicate some differences in provision of supervisory services will be included. The questionnaires in which it was not possible to deduce whether the superintendent represented a county or a city school system were not considered in regard to this particular item.

Supervisory Personnel For Cities

1. Part-time basis in cooperation with the university.
2. On the basis of traditional public-school organization.
3. A general elementary supervisor for Grades I thru VI; a health and physical education supervisor for Grades I thru VI; an art supervisor and a music supervisor for Grades I thru XII.
4. Principals are supervisors, but they can't do enough. Supervision in special fields is fine, but not adequate.
5. Supervision joined with administration.
6. Four supervisors in the city school system; art, physical education, vocational education, and one for vocal and instrumental music.
7. Each school has a principal. The principal's chief responsibility is supervision. Supervision is coordinated by regular meetings of supervising principals every two weeks.
8. The superintendent does all supervision.
9. Supervision services are provided on the basis of needs of the community in terms of health, music, art, physical education, household arts, elementary-school work, and industrial arts.
10. Elementary supervisor, secondary supervisor, and special subject supervisor.
11. Elementary supervision only in special subjects of art, music, physical education, and science. Two general supervisors—one for kindergarten thru fourth grade and the other for Grades V to IX.
12. The services of thirty-one supervisors are largely in the special fields—art, music, handwriting, physical education, etc. The director of the child study department works in all divisions, and there is a supervisor of counselors in secondary education. We have no broad division supervisors. An assistant superintendent in elementary and another in secondary education work in administrative and advisory capacities. We are working at present on an expansion or reorganization of supervisory services.
13. Departmental—kindergarten-primary, intermediate, secondary, and special subject areas.
14. Special subject supervisors available on call.
15. District superintendent in common school districts, and the principal in central school districts.
16. Special teachers.
17. Director of curriculum for kindergarten thru Grade XII, supervisor of handwriting for the elementary grades and the same person has charge of commercial studies in senior high schools with other duties as to the requisition and distribution of supplies and textbooks for the entire system, supervisor of kindergarten and Grades I to III, supervisor of mathematics

and science for Grades IV thru XII, supervisor of art for kindergarten thru twelfth grade, supervisor of industrial arts in junior and senior high schools, supervisor of language arts for Grades IV thru XII, supervisors of boys' physical education for kindergarten thru Grade XII, supervisor of girls' physical education for the same grade range, supervisor of home economics and cafeteria for the junior and senior high schools, supervisor of vocal and instrumental music for kindergarten and Grades I thru XII, and supervisor of pupil personnel. (In this instance four routine visits are made annually and a great many "on call" responses are answered.)

18. Our supervisory services are in the process of shifting from the formal type of supervision to the type of supervisory coordination which more nearly responds to the needs of teachers and classrooms.

Supervisory Personnel For Counties

1. One director of education and three general supervisors. The director serves the secondary as well as the elementary schools and that person together with two of the general supervisors spends a minimum of four week days in the classrooms of the entire rural area of the county. The third general supervisor, who is hired jointly by the county superintendent and a district superintendent, spends four days a week in a specified school and the remainder of the time in general supervision work with the other members of the county staff. In this county there is no division of subjects or territory.

2. Supervision services are provided to all schools having under three hundred children in average daily attendance and to all other schools, regardless of size, who request supervision.

3. On call from various teachers in conjunction with the regular meetings possible.

4. County superintendent supposedly visits all common school district teachers twice yearly.

5. A primary supervisor paid for by the county office.

6. One supervisor for 124 rural schools.

7. Supervision is done thru three or four teachers meetings during a year.

8. Two helping teachers and the superintendent provided by the state. Local districts, outside of cities, employ teaching or nonteaching principal. Three districts provide supervising principal.

9. The state provides supervisors in agriculture and home economics; also county superintendent with five assistants.

10. Rural supervision is provided for all schools of less than 300 A.D.A. The average load of a supervisor is forty-three teachers. They are on call and on regular schedule. Curriculum coordination or consultation service to schools over three hundred A.D.A. Average load 325 teachers and ten districts.

11. An elementary supervisor for nine towns is employed by the state.

12. Supervisory services are provided as an administrative and supervisory program to be carried on by a county superintendent who is elected by one group and advised by another group or board. The county superintendent must divide his time between supervision and many administrative duties.

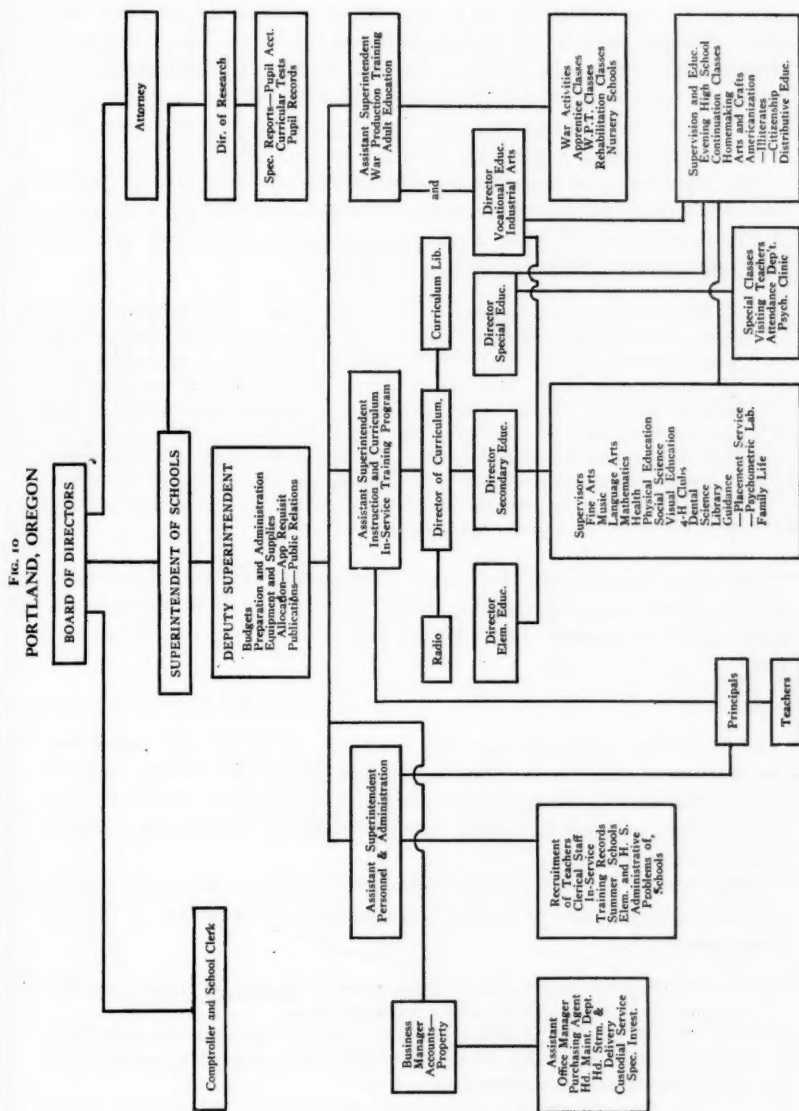
13. One full-time director of instruction is employed. Another part-time person who serves as coordinator for the county program and college teacher training in a consultative capacity.

14. No supervisor at present.

An analysis of supervisory personnel in counties and cities seems to indicate an absence of any particular principle or basic guide in providing supervision. The majority of superintendents stated that their programs of supervision were based on the following four goals: (1) to make American public schools an effective means for maintaining and extending American democratic ideals (2) to help boys and girls understand and deal with personal and social problems which have meaning for them now, so that they may, as adults, be prepared to face issues which will necessarily arise (3) to develop individuals who will be able to live effectively in a world in which mechanical inventions and discoveries have made imperative the cooperative efforts of all races and nationalities in a highly interdependent world and (4) to work continuously with professional and lay groups that educational problems may be more clearly defined and dealt with, and that schools may better serve the public. Are supervisory services, therefore, provided in relation to the goals of education which were ranked high by superintendents? It may well be asked whether a school system which provides several special supervisors and no general supervisor gives first consideration to the goal ranked first by superintendents.

The study of the inability of the various states to support a program of public education offers adequate explanation of the dearth of supervisors in some rural areas. The expectation of supervisory services rendered and curriculum development helps given when one supervisor works with forty-three teachers and another supervisor is responsible for one hundred twenty-four teachers cannot be easily evaluated. There are city systems in which the established plan is for one supervisor to work with forty but not over fifty teachers and county systems in which thirty teachers represent the maximum load for a supervisor. These differences are as great as are the programs of education provided for children and youth in some areas of our country. Can adequate supervision be carried forward when the only contact with teachers is thru four regular meetings during the school year and no classroom visits? These are only a few of the questions which might be raised after studying this data. It is encouraging, however, that of the cities responding to the questionnaire, 50 percent stated that they had plans for the addition of supervisory personnel in the postwar period, and 60 percent of the counties indicated that similar plans had been made.

Figure 10 shows the relationship of a supervision staff to the total



administrative organization in a city school system. There have been some changes since it was published in March 1944. The planning of demonstration classes is all done by the directors of elementary and secondary education who work thru the director. In other instances the work is done by committees rather than by the director operating alone altho that person has supervision of all of the committees.

The relationship of supervisors and principals was listed on many of the questionnaires as an important concern of superintendents and supervisors. A monograph from El Paso, Texas, emphasizes the importance of a two-way responsibility if supervision is to be effective.¹⁴

The relation of the supervisor to the principal.—The principal as the chief executive officer is responsible for all the activities and services in his or her school. The success of the supervisor's program is dependent upon the cooperation of the building principal. The supervisors are employed because the work of a given department is so complex that both principals and teachers need the assistance of a specialist to make the program of that department function smoothly. On the other hand, the principal is charged with the responsibility of unifying the instruction in his school. Supervision shall be regarded as a cooperative enterprise between the special supervisor and the principal.

The organizational chart for a county, on page 63, discloses the thinking of one county superintendent in administering a program of public education. Is the organization the traditional line and staff type or a democratic one?

Varied Tasks Fill Supervisors' Day

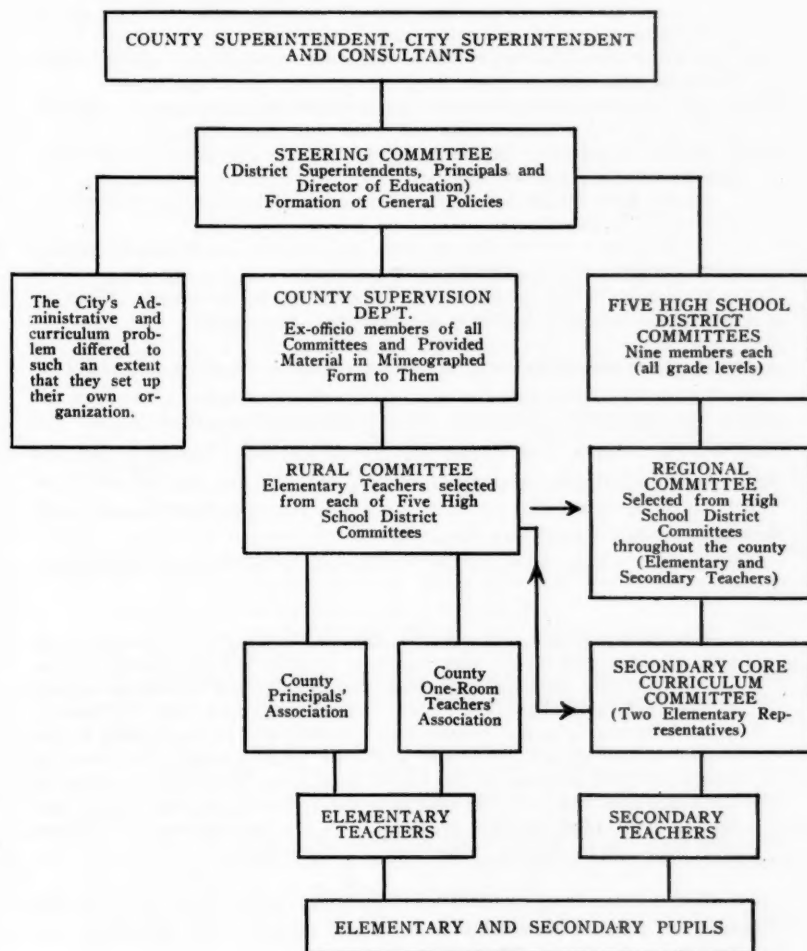
In reviewing types of supervisory services rendered and curriculum development programs in progress, the responses from county and city school systems will not be separated. The school system will be evident, however, in instances in which detail is given of curriculum materials resulting from a program.

What county and city superintendents conceive of as the major responsibilities of supervisors in their school systems is summarized in the following statements:

1. To improve the learning process in our schools by helping teachers to identify and solve their instructional problems
2. To aid teachers in helping children achieve maximum growth in the understandings, attitudes, information, and skills essential to personal and social competence in a democracy
3. To help all teachers to understand growth characteristics on all maturation levels and to help new teachers to understand the modern program

¹⁴ El Paso Public Schools. *Rules and Manual for School Employees*. El Paso: the Board, 1944.

FIG. 11
INTERRELATIONSHIPS OF ADMINISTRATIVE PERSONNEL
AND COMMITTEES



4. To encourage leadership and development of teachers in service
5. To increase the efficiency of the schools and try to keep the work as nearly uniform as possible thru the system
6. To keep people alert to the changes in educational procedures; help them to be good teachers who love to teach
7. To implement educational goals in working with teachers, and to participate in general in-service study programs
8. To awaken the teachers to a broadened view of the "whole" child's needs for tomorrow
9. To work with principals and teachers in developing a desirable philosophy and practices consistent with that philosophy
10. To coordinate the efforts of teachers in the selection of books, materials, testing, and teaching
11. To assist teachers in doing a better job of teaching as measured by modern evaluative criteria
12. To plan a system-wide program and to assist teachers with curriculum problems and individual student problems
13. To become a vital factor in leadership in community affairs to strengthen the part of citizens in educational leadership.

When these functions are examined together with those expressed by superintendents responsible for state programs, it is noted that there are fewer administrative implications in the functions stated by county and city superintendents. The distinguishing characteristics between state and local programs might, in large measure, account for this observation. Local superintendents and supervisors are closer to the children and youth for whom public schools are operated.

One school system, in reporting on the major function of supervisors, states that:¹⁵

The county school office in the state of Washington is charged with only a minor part of the supervision of schools. We are specifically required to render supervision to third-class districts and to make an annual visit to each high school. We have furnished much more than the requirement; however, it is our objective to complete the reorganization of the county school system. Over the past four years we have succeeded in reorganizing 90 per cent of the school population. The major function of our office now will be in the field of research, developing curriculum, and dealing with administrative problems. We are coordinating our efforts with local school districts, regardless of classification.

A bulletin describing to teachers the county supervisory plan for the school year 1944-45 was submitted by one county. The following are excerpts from this source:¹⁶

Planning is essential for best results in any undertaking. This is especially true for those undertakings that are designed to improve learning in our

¹⁵ King County, Washington.

¹⁶ Crawford County, Pennsylvania.

schools. Such planning has now been completed for the activities of the supervisors of Crawford County, for the improvement of learning during the present school year. The achievement of the aims set forth in any plan depends upon the cooperation of those who are concerned in executing the plan. This cooperation can best be secured thru intelligent understanding of the aims.

I. Objectives (General)

A. To continue the development of a philosophy of education that: (a) conceives of its purpose as being the promotion of optimum child growth, and (b) meets the requirements of effective living in a democratic social order.

B. To continue making those changes in practices and procedures which appear to be necessary to make our practices square with our theories. (Major emphasis on this aspect of the general objectives during the year.)

II. Methods

A. Group teacher conferences—Three group conferences in each of the eight areas of the county will be held during the year. The enclosed schedule gives the time and place for each conference. General topics such as the following will be considered: Distinctive characteristics of a modern elementary school, and work on the problem of marking, of promotions, and reports to parents.

B. Individual and committee work—(Brief account given)

C. Classroom visitations. The aims in these visitations may be stated as follows:

1. Make teacher ratings in all cases where this is necessary (Temporary professional employees)
2. To assist in developing improved teaching technics, in securing more adequate materials, and more advantageous use of available materials
3. To survey all factors in the learning situation so that recommendations may be made to the teachers and the boards
4. To assist teachers in applying principles contained in bulletins listed in specific objectives

D. Bulletins. Bulletins will again be used in preparation for teacher conferences, to summarize results of conferences, and at other times when necessary.

E. Testing and guidance program (Explained)

F. Activities for improvement of materials (Explained)

G. Talks to PTA groups, commencements.

III. Evaluation. The effectiveness of the above supervisory program will be measured by the results achieved. The following specific conditions will be evidence of a worthwhile achievement:

A. Increased number of schools using adjustment devices in reading and other subject fields

B. Presence of a new county report card

C. Development of a set of principles governing promotions

D. Development of a marking system which evaluates a child's achievement in terms of his ability to achieve rather than in terms of the achievement of the other pupils in his group.

To know a year's supervisory program for an area, to know how it is to be carried forward, and to know the basis on which it is to be evaluated affords specific information not only for the people in the particular county but for supervisors in other areas as well. This Crawford County program is concisely but definitely stated. Are the criteria listed adequate for evaluating the general objectives which were to be emphasized during the year and which have such far-reaching significance?

There is considerable variation in the way in which supervisors carry forward an in-service training program, according to the reports by county and city superintendents. Some of the variations stated indicate highly desirable trends. It seems appropriate to indicate what supervisors themselves report concerning procedures which they employ frequently or regularly. In examining the following table it is well to remember that any procedure, altho it may be good in itself, may be misapplied or misdirected.

TABLE 3—SUPERVISION PROCEDURES USED BY RESPONDENTS TO SUPERVISION QUESTIONNAIRE

Percentage Using Procedures	Procedures
85	Having a definite schedule of classroom visitation
15	Having no definite schedule for classroom visitation
	Frequency of visitation when there is no definite schedule
	Once a month 32%
	Once or twice a month 16%
	Twice a year 12%
	Once every one or two years 8%
	Upon request only 8%
	Four times a year 4%
	Weekly to bi-monthly 4%
	Three or four times a semester 4%
	Every four to six weeks 4%
	Six out of fifty schools about every 2 weeks 4%
	Problem teachers two or three times a year 4%
84	Following each classroom visit by a conference with the teacher
23	Following each classroom visit by leaving written recommendations
70	Following each classroom visit by a combination of conference and written recommendations
70	Having specified periods when teachers may make appointments to discuss school or classroom problems with supervisor
83	Holding group meetings with teachers who have the same type of difficulties or problems, arranging to have present one or more teachers who have successfully dealt with the problems under discussion
86	Helping teacher groups to preview audio-visual materials

(Continued on page 67)

TABLE 3—SUPERVISION PROCEDURES USED BY RESPONDENTS TO SUPERVISION QUESTIONNAIRE—(Continued)

Percentage Using Procedures	Procedures
65	Helping teacher groups plan for use of audio-visual materials
86	Holding conferences with teachers on use of audio-visual materials and equipment
96	Using the results of a testing program for diagnosing pupil and school strengths and weaknesses
64	Using the results of a testing program as a partial basis for promotions
74	Using the results of a testing program in planning ability groupings
78	Using the results of a testing program as a means of deciding upon specific problems upon which a school or a school system needs to work

Questionnaire responses from supervisors indicate their concern as to the merit of scheduled visits in contrast to on-call visits. Doubtless there is no one answer. The on-call basis has many values. If a whole school system developed to a point where supervisors functioned effectively on that basis, the achievements in terms of the development of children and youth should be of a very superior quality, and certainly the human relationships could be sound. Beginning teachers, teachers who lack motivation, or teachers who are not familiar with supervision, usually respond to regularly scheduled visits even tho they may not have recognized their own problems. Another value in scheduling visits is that the supervisor plans carefully in order to insure adequate time for creative work with the artist teacher who might not attain the heights of success of which she is capable without regular professional stimulation from a

Supervisors Help Plan Curriculum

County and city superintendents were asked what responsibility their supervisors assumed for a program of curriculum development. Their responses fell into thirty categories. Only nine of these will be given. Most of the listings were grouped in the first three items below:

1. Acting as leader of teacher committee groups working on curriculum revision
2. Working out courses of study for grades and subjects supervised
3. Continuous direction of the development of materials
4. On a consultant basis
5. Leadership and guidance in curriculum programs
6. Group planning with superintendents and teachers
7. Curriculum improvement; initiating and directing
8. Cooperating with superintendent in revision of curriculums
9. Total responsibility for curriculum revision.

Does the item given second highest ranking coincide with the philosophy expressed by superintendents in stating their goals? (See page 60.) Perhaps a more specific question might be whether or not practice complements theory. One respondent stated that there was not enough responsibility for curriculum development expected of supervisors, another said there was very little expected, and a third stated that there was none.

Printed and mimeographed bulletins were submitted by several superintendents in which curriculum development and in-service training programs of the respective school systems were described. From a statement prepared by a superintendent of a large city a few pertinent items are quoted to give the trend of thinking in such a school system.¹⁷

If curriculum planning in Philadelphia is to serve effectively in the improvement of teaching, it is necessary that the basic assumptions underlying this planning be widely understood and pretty generally accepted through the instructional personnel of our schools.

We presuppose a democratic way of working.—The assumptions which are stated here and discussed have been formulated through extended conference with teachers, principals, supervisors, directors, and superintendents from among the personnel of the Philadelphia Public Schools. It is believed that they are assumptions which our schools are at this time ready to accept in principle and to adopt in practice. It is also important to note that these are assumptions which seem to be in accord with the democratic way of working together. That way is here viewed as one in which the total personnel works together cooperatively and intelligently in the formulation and realization of common ends. Further, the democratic way is here viewed as by far the most difficult way of life, imposing the sternest obligations for self-control both on the citizens of a truly democratic state, and on those among them who accept the risks and privileges of leadership.

City-wide plans are set up on this foundation.—The assumptions that follow are at the present time used as guides in all activities that have to do with city-wide curriculum planning. They will continue to be so used until some revision seems appropriate. It follows, obviously, that our city-wide curriculum planning will be effective only to the extent that others—teachers, principals, department heads, supervisors, directors, and superintendents—work with these same assumptions in mind.

The assumptions to which reference has been made are as follows:

Assumption 1. Every teacher (used to include all educators), should be looked upon as a person capable of developing considerable ability to behave intelligently with reference to the particular teaching situation of which he is a part.

Assumption 2. Intelligent behavior in a teaching situation means (1) that a teacher studies the interests and needs of the particular pupils of his class, or classes; (2) that he informs himself of the work of other teachers who have dealt with or will in the future deal with the pupils to whom he is assigned; (3) that he takes account of the neighborhood in which the

¹⁷ Philadelphia Public Schools. *Basic Assumptions for Curriculum Planning in the Public Schools of Philadelphia.*

school is located; (4) that he acquaints himself with the full range of instructional materials and specialized services that are available to him; (5) that he seeks continuously to clarify and enrich his objectives; and finally, (6) that he continuously organizes and carries through a program that takes proper account of these elements in the teaching situation.

Assumption 3. Intelligent teaching is most readily achieved and maintained in a school that has developed the capacity to act unitedly, or as an organic unit.

Assumption 4. If individual schools are to develop the capacity to act as organic units, it is necessary that they be granted (and that they use wisely) a considerable degree of freedom.

Assumption 5. Courses of study, curriculum plans, teaching materials, and all activities designed to improve teaching should be developed in full harmony with the foregoing assumptions; that is, they should be such as to promote intelligent teaching (as conceived in Assumption 2) in schools possessing a considerable degree of freedom.

The functions of the department of instruction and curriculum in a Texas city reveal numerous, but closely related responsibilities, carried by the individuals in charge.¹⁸

The assistant superintendent in charge of instruction and curriculum shall be in a capacity that is essentially professional and which is administrative only as directly connected with his professional and supervisory responsibilities. He shall act as chairman and leader of the supervisory staff and consultant to them in professional work and shall be directly responsible for junior and senior high-school instruction. It shall also be the duty of the assistant superintendent in charge of instruction and curriculum to direct the following: a study of the curriculum, its formation and revision; testing, measurements, and research for maintaining the best possible methods in teaching; supervision of teachers in the way of aid, guidance, and counselling; appraising teaching results; visits and inspection of classrooms from a professional standpoint; program of pupil counselling and guidance; child accounting; program of group meetings of teachers; visual education, teaching aids, and equipment; selection of textbooks; preparation and editing of the professional publications of the El Paso public schools; approval of requisitions directly connected with teaching service; public contacts and educational publicity for keeping people informed and promoting understanding of educational policies; and general critical supervision of all other phases of teaching activity, such as evening schools, special schools and classes, adult education work, and the teachers' library.

How curriculum committees should be formed is a problem raised by leaders responsible for curriculum programs. One answer is given in the following statement:¹⁹

¹⁸ El Paso Public Schools, *Rules and Manual for School Employees*. El Paso: the Board, 1944.

¹⁹ King County, Washington.

There is an extensive curriculum development program proceeding in King County at the present time. The county office selected chairmen of committees in the various subject fields, such as social studies, science, etc. These chairmen in turn organized a vertical or steering committee, and a horizontal or development committee, both of which met regularly. The chairmen made progress reports at intervals to the office. When materials are fully developed, the county board of education and representatives from steering committees edit them, after which they are published by the county office.

The King County office took the leadership in organizing the original plan for in-service training of which the curriculum work is a part, and supervisors are charged with some responsibility for curriculum development. Since the first year of King County's program, school districts desiring in-service training directly contact the state department of public instruction and the program is arranged.

Supervisors in cities and counties in many states have been in key positions in terms of influencing curriculum thinking. The interrelationships of the administrative, consultative, and supervisory personnel are complex. The channels of working and clearance in one school system are shown in Figure 12.

It is pertinent to include a summary of the responses to one of the questions asked of supervisors, "How are your efforts coordinated with those of other supervisors in your school system?" Forty-three percent of the replies stated that coordination was done thru staff meetings in which the superintendent outlined policies and made assignments, 38 percent indicated that there was no definite plan of coordination used, 10 percent stated that coordination was thru assignments made by a director of education, 6 percent stated that there were no other supervisors in the school system, and only 3 percent reported that coordination took place thru group planning in staff meetings. (See Figure 13.)

HOW CAN SUPERVISION BE IMPROVED?

Since there is general agreement among the groups represented in the questionnaire study as to the educational goals or aims that are most important, as well as the problems that are most pressing, it is surprising to note that there is considerable variance of opinion as to those areas in which advance in supervision is most needed.

Good Public Relations Are Called For

The area listed by the greatest number of supervisors as needing the most advance was the improvement of public relations toward education in general as well as toward supervision services specifically. Altho principals did not list this among the first five areas in which advance is

FIG. 12

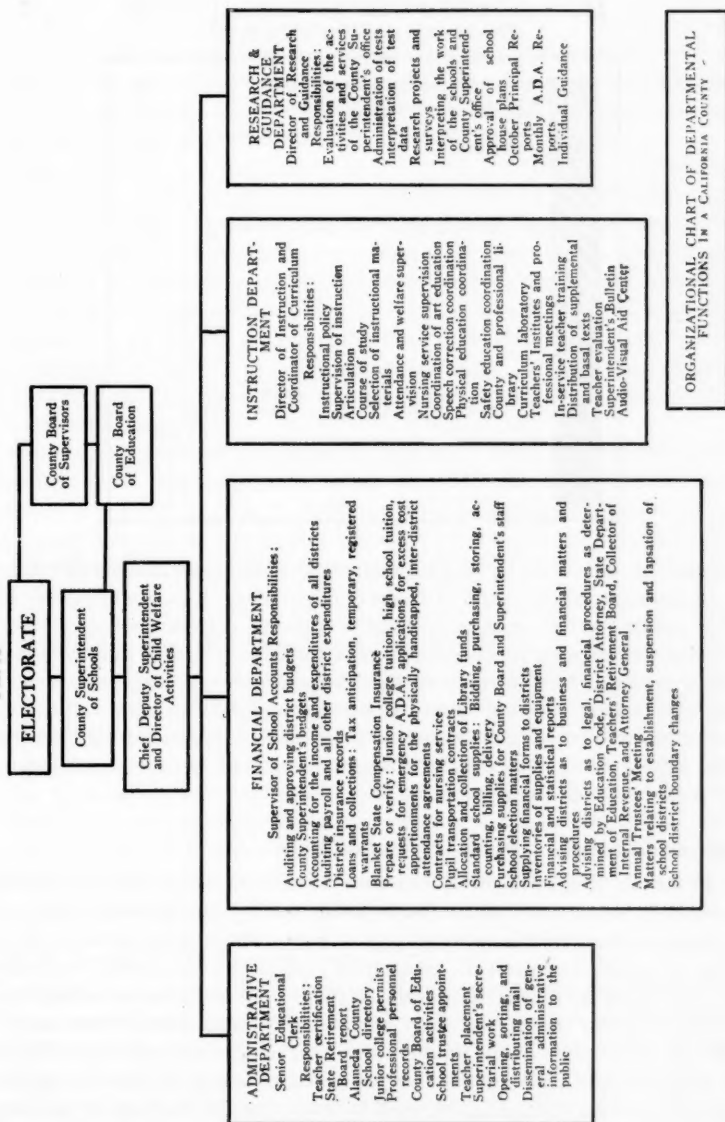
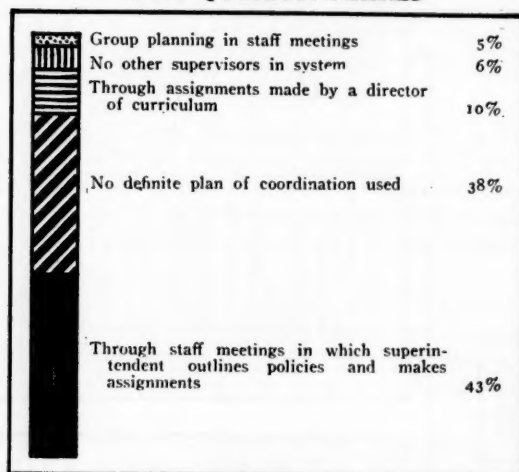


FIG. 13
COORDINATION OF SUPERVISORY EFFORTS WITHIN EDUCATIONAL SYSTEMS REPRESENTED IN THE 1946 YEAR-BOOK QUESTIONNAIRES



needed, county and city superintendents and state departments of education ranked it in fourth and fifth places respectively. It goes without saying that public interest must be aroused in order to get the financial support needed for adequate supervision services for schools. Use of graphs such as those reported by Norton and Davies should be a persuasive argument for establishing a sound basis for public support. Publicity campaigns, however, will be valueless unless they are backed by good, solid evidence that supervision services really contribute markedly to the improvement of American public education.

Better In-Service Programs Would Help

In-service education for all branches of educational personnel is placed second by supervisors on the list of areas needing development. State departments also feel this to be an area of major importance. It seems likely that for a period of years the problem of obtaining well-trained, competent personnel for all phases of educational work will grow worse rather than better. In order that schools may operate at all, it has already been necessary in many parts of the country to lower educational standards. While it is to be hoped that any lowering of standards is only temporary, studies such as a recent California one seem to show that the shortage of teaching

personnel will increase in many areas for a number of years after the war, and then subside only gradually. Already in many localities pupils fresh from high school and older people who have not taught for years or who have had no teaching experience at all are employed in our schools. We owe such individuals a debt of gratitude, for without their services many American children would be deprived of any chance for education during the war years and those immediately following. We owe them and the children they teach more than gratitude, however.

Since teachers colleges cannot meet the teacher shortage with young and efficient, well-trained teachers, emergency teachers must be given all the help possible to upgrade their teaching. Excellent summer courses for war emergency teachers have been offered in many places thruout the country, but supervisors and state departments of education are convinced that vigorous programs of in-service training are also needed. State departments, with very few exceptions, insist that supervision services must be increased in order to cope with this problem. Most of these departments reported that they had increased their own supervision staffs within the last five-year period.

In-service growth is not to be thought of in terms of war emergency teachers only. The continuous in-service education of educational personnel is urgently needed in order to provide a strong vanguard of individuals who are professionally abreast of the times and who can help materially in the struggle to keep educational services from lessening in quality.

Curriculum Must Be Based on Child Needs

The third area in which supervision most needs advance, supervisors say, is in curriculum study and revision based upon child needs and upon a working knowledge of child growth and development. All groups responding to the questionnaires agree as to the importance of this area. The growing conviction among individuals engaged in all varieties of educational work is that the greatest improvement in education can come only thru increased knowledge and understanding of the nature and needs of pupils. This can be expected to have much influence on both preservice and in-service teacher-training programs.

Skills Need To Be Taught More Effectively

Supervisors place fourth in order of importance the development of better ways of teaching specific skills and knowledges, as well as the improvement of methods of supervision on various grade levels. Superintendents and principals place improved methods of teaching skills and abilities at the head of the list of areas needing development. Supervisors are especially concerned with the improvement of supervision in the

primary grades, with improvement in school health programs, and with the development of strong reading readiness programs. Principals agree with supervisors that much development is needed in the area of primary supervision, of supervision on the high-school level, with improved co-ordination between the elementary and high schools. State superintendents believe that there is need for better supervision of the fine arts, and that supervisors should concentrate also upon developing improved reading and social studies programs for the schools.

Rethinking in Evaluation Is Necessary

Questionnaire responses give supervisors' rating of evaluation as fifth in order of importance of areas especially needing advance and development. This is another area recognized as of major significance by all groups of questionnaire respondents. There is general agreement that evaluation must be continuous, that it should be used diagnostically and as a means of improving school services rather than as a basis for grading or rating pupils, and that it should include the evaluation of school procedures and practices as well as new and approved methods of appraising pupil growth. A number of supervisors speak of the need for some form of guide or evaluation technic which they, as supervisors, can use in evaluating their own services.

Leadership Must Come From Cooperative Effort

Supervisors and state departments of education agree that the development of democratic methods of leadership is another area needing much study and work. One of the major problems recognized and dealt with previously in this chapter is confusion on the part of supervisors as to their functions and duties. It is clear that most of the individuals agree that the solution to this problem does not lie in authoritarian determination by administrative officers or by supervisors, but rather in cooperative group planning. Teachers, supervisors, administrators, interested laymen, and pupils should all have a share in carrying out the total educational program. The difficulty lies in the fact that each person has his own interpretation of just what is involved in democratic leadership, and even when a clear definition is agreed upon by a group, the problem of operating democratically still must be solved. Certainly, basic to the solution of this is much closer cooperation and understanding among those engaged in the various phases of the school program. Preservice and in-service education programs will need to concentrate upon a type of training specifically designed to develop teachers who are capable of democratic "followership" as well as leadership.

Supervision Needs To Be General Rather than Specific

Many principals responding to the questionnaire feel that the most effective work can be done when supervision is not broken down into specialized subjectmatter fields. Just what kind of training and supervision program is the best for developing individuals who will have real competence in special subject fields and yet who will not allow subject interests to cloud their vision of broad basic problems of education? The answer to this question should absorb an increasing amount of the time and attention of consultants and educators, especially those responsible for teacher training and leadership.

Teaching Atypical Children Requires More Study

Improved methods of teaching atypical children is an area which questionnaire respondents also recognize as needing an increased amount of attention. After all, our children today are subjected to so many atypical experiences that it would be surprising if the number of children in need of educational and personality adjustments did not increase. A study of the individual responses of principals shows that, in speaking of the atypical child, they have in mind the gifted child as well as the child with educational or psychological problems. Even among so-called normal children, individual differences are so great that any plan that does not make provision for them is doomed to failure. If we truly believe, as we assert, that every child is entitled to education consistent with his potentialities, each child must be given equal consideration within the educational framework, whether he be a slow learner, the mythical average child, or the gifted child.

Adequate Tools for Working Must Be Available

All groups responding to questionnaires feel the need for development of improved methods of distributing and using various instructional aids, such as auditory-visual equipment; environmental resources; and professional books, journals and ephemeral materials. The widespread use of auditory-visual materials in both the Army and Navy instructional programs should accelerate their adoption and use in public schools. Forward-looking school systems thruout the country are well aware of this, and are already seeking to develop, collect, and instruct teachers in the effective use of a wide variety of recently developed materials and equipment. While many of these, in themselves, are excellent they are of value only when utilized by individuals able to use them and to understand their possibilities. In most of the states curriculum laboratories and professional libraries are now an established part of the educational system. The value of these agencies will increase in proportion only to the degree to which

teachers who have access to them are helped to select and use materials with discrimination.

Supervision Needs Better Qualified People

City and county superintendents to whom questionnaires were sent make a plea for principals who are trained supervisors, and supervisors who are trained clinicians. They believe that improvement in the preparation of supervisors is essential, and suggest the use of a screening process of some type preceding education in order to insure that candidates for credentials will be temperamentally suited to leadership positions. Supervisors, superintendents believe, should be thoroly trained as consultants, should be aware of the latest developments in child guidance, and should be skilled in the various technics necessary to an effective guidance program.

State departments also are concerned with this problem. They speak for an increase of supervision both in rural and in urban areas, placing special emphasis upon the need for more and better supervision for rural schools, in order to assure rural children equal rights to sound educational procedures with children in urban areas.

A Look at Our Best

HAVING viewed the goals which educational leadership has set itself and the organization it has so far effected for the task, as well as the problems and obstacles it sees in its path, we turn now to another kind of question: Among all the practices now employed, which hold the greatest hope for success?

For an analysis of these most promising practices, we examine programs at national as well as local levels and turn to outstanding professional literature of the day. They provide us with clues to those areas in which supervision at present is operating on frontier lines.

WHAT DO RESPONSES REVEAL AS CURRENT PRACTICES OF PROMISE?

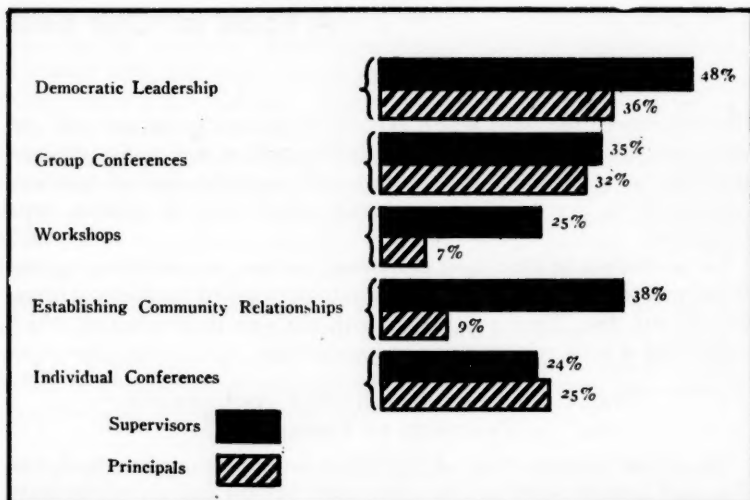
One of the questions asked of supervisors and supervising principals was, "In your opinion what are the three most helpful and promising ways of working in public education?" Figure 1 summarizes the responses. *Democratic leadership in supervision*, the *establishment of effective community relationships*, and *group conferences* received the three highest ratings from the supervisory group. The group included individuals engaged in supervision of kindergarten, elementary and secondary schools, adult education, special subject fields, and supervision training in colleges and universities. Secondary and elementary principals responding to the same inquiry agreed in general with the supervisor group except that they believed that *individual conference* technics are more significant than the establishment of community relationships. Supervisors placed the same value upon workshops as principals place upon individual conferences.

Democratic Leadership Stems from Group Cooperation

An examination of the thinking which prompted these ratings will give added meaning to the terms. Supervisors believe that there is need for more leadership based on democratic group action in which each member

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FIG. 1
THE FIVE SUPERVISORY PRACTICES RATED AS MOST PROMISING BY A SELECTED GROUP OF 175 SUPERVISORS AND PRINCIPALS



(Percentages given here represent the percentage of responses rating the specified practices as among the three most promising. Other practices listed as being of promise were: classroom visitations; curriculum development, the supervisor as a resource person, research and advanced study, in-service training, putting philosophy into practice, raising professional standards, working closely with administrators, defining the job, building teacher morale, demonstration teaching, coordination of supervisory services, and working closely with principals.)

belongs and participates to the limit of his capacity. Individual responses show that the qualities both supervisors and principals feel to be inherent in democratic leadership are cooperation, sympathetic understanding, provision for freedom of action and ideas, encouragement in experimentation, and a spirit of willingness on the part of all persons concerned to adjust or subordinate personal judgments to those determined by the group. To some respondents democratic leadership means simply "giving the teachers more 'say'!" On the other hand, there is general recognition that teachers as well as those responsible for teacher leadership have definite responsibilities for making democratic processes work in all phases of the educational program. Also cited is the administrators' responsibility for instituting procedures and policies that make truly democratic educational leadership possible. Democratic leadership, supervisors say, is characterized by "greater decentralization of authority and responsibility, making the supervisor a leader by virtue of leadership qualifications rather than authority." In other words, in respect to supervisory services specific-

ally, the consensus is that supervisors should not be teachers of teachers, but leaders of teachers.

Education Is a Community Enterprise

Both supervisors and principals represented in the questionnaire responses feel that the establishment of community and school relationships is of great importance and that supervisors have very definite functions in this respect. Respondents make it clear that in speaking of community participation they have in mind a reciprocal relationship. They believe that education may be improved by using lay members and community organizations in the formation of school plans and procedures, and that the school, in turn, should extend its influence to the improvement of many phases of community life.

Some respondents give as their motive for emphasis upon community relationships the obtaining of more adequate financial support for education. A far larger number believe, however, that the community can make other contributions to public education which are at least as valuable as "paying the bills." They feel that supervisors should be active in projects of community concern, and that every effort should be made to encourage community participation on the part of both teachers and pupils. They believe that participation in community affairs provides children with the best possible training in functional citizenship.

Suggestions for achieving satisfactory school and community relationships proposed by respondents are: (1) working with key persons in the community (2) working with teachers in making an analysis of community resources, needs, and problems (3) studying educational problems from the angle of the social worker, the anthropologist, and the social scientist, using their combined thinking to initiate community self-improvement programs (4) inviting people from other fields—social service, health, and local governmental agencies—as well as interested laymen to share in educational planning and policy-making (5) encouraging laymen to join with teacher committees in curriculum revision studies (6) making contacts with the public thru community clubs and organizations to interpret the educational program (7) active participation on the part of supervisors in a wide variety of community projects and activities (8) working as an integral part of a coordinating council of social agencies and (9) instituting a planned publicity program to interpret the educational program to the public.

Certainly, since situations vary widely, no community would find all of these approaches equally effective. Too many public relations programs in the past have relied heavily upon campaigns to present accounts of school activities to the newspaper-reading public. In contrast to this type of one-sided activity, a wholesome trend, easily discernible in the ques-

tionnaire responses is toward combined lay and professional study of educational and community problems. In addition, the school still retains the responsibility of making a coordinated effort to acquaint the general public with basic issues facing education today. One obvious and very significant role of educational leaders in such programs is that of collecting and making available the kinds of necessary data and evidence difficult for individuals without professional training in public education to obtain or interpret.

Just what proportion of the supervisor's time should be spent in helping to cement school and community efforts? The answer to this question also necessarily varies with each situation. In many systems where supervision staffs are small, concentration on those supervisory functions which are of the greatest benefit to the total educational program is essential. It is well to remember that improvement of educational methods which results in evident gains to boys and girls in the classrooms is a powerful force in arousing public support of the schools. One of the newer instructional practices found beneficial in many systems is that of enlarging the classroom to include the expanding community. New methods and changed instructional approaches are difficult for many teachers to deal with, but they are inevitable in a rapidly changing social order. If a major duty of supervisors is to help teachers succeed, may it not be that the supervisors' best contribution to the improvement of school and community relationships is that of counselor, guide, consultant, resource person, and friend to the classroom teachers under their supervision?

Conferences Play a Major Role

Group and *individual* conferences are also valued highly by questionnaire respondents. Much emphasis is placed on the opportunity the individual conference affords the supervisor for gaining a real understanding of each teacher and her problems. Most of the principals and many supervisors believe that a conference following each classroom observation is almost an essential. But there is a growing trend toward another type of conference, that arranged at the teacher's request to deal with a problem proposed by her. Several respondents emphasized the importance of supervisors' learning to "know each teacher as a person." Well-planned individual conferences provide an opportunity for this. One warning is voiced, however. As one response put it, "Have more individual conferences—but *short* ones." Just what the length of the individual conference should be and what should be the number of items covered at any one time will vary with individuals and situations, of course, but careful consideration should be given to determining what specific conference technics are most effective. Might it not be wise for supervisors to consider carefully the fine balance between the professional and the personal which is necessary if con-

ferences are to help supervisors and teachers know each other as people? Is it not necessary also that the type of conference held and the balance maintained between personal and professional emphases be considered relative to the individual personalities of the supervisors and teachers involved?

Principals, supervisors, and teachers all place group conferences higher on the scale than individual conferences. In a study involving eight New York schools, group conferences were cited as very helpful by almost three-fourths of the two hundred teachers consulted.¹ May it not be that one reason for the appeal the group conference has for teachers is that it gives them opportunity to learn about new theories, methods, and technics without undergoing the embarrassment of revealing ignorance of them in a classroom observation or an individual conference? And may we also conclude that teachers recognize the truism that "two heads are better than one."

Local Workshops Deal in Concrete Problems

Teacher workshops, or workshops in which the total educational staff of a school or system participates, are rated third in importance by supervisors. The workshop conducted in a local area for local teachers is given preference over that conducted on a college or university campus, altho both types are considered valuable. Typical supervisory functions in relation to any workshop situation include defining the purposes of the workshop, planning a thoroly coordinated program of activities, seeing that an adequate supply of pertinent and worthwhile materials are available, channeling teachers into activities best suited to their tastes and capabilities, evaluating results, and keeping accurate records to use in planning subsequent workshop experiences. Workshops have little value unless they result in tangible evidences of changed teacher behavior. This can only occur when careful planning has been done and when a sincere effort has been made to meet those problems which seem most pressing to each participant. The role of the supervisor is seen here, not as an instructor, but as a coordinator, consultant, and guide.

Practices of Promise Are Many and Varied

One to 22 percent of questionnaire respondents listed other practices as being of significant value. They follow in order of the importance assigned them: (1) in-service training programs (2) classroom visitations (3) curriculum development programs (4) the supervisor as a resource person (5) advanced study and research (6) helping school staffs to estab-

¹ Antell, Henry, "Teachers Appraise Supervision." *Journal of Educational Research* 38:606-11. April 1945.

lish and implement educational goals (7) raising professional standards (8) building teacher morale (9) demonstration lessons (10) coordination of supervisory services and (11) "selling" supervision to teachers and administrators. Principals seem to be more aware than supervisors of the importance of raising professional standards, of establishing satisfactory human relationships, and of supervisors' assuming responsibility for making teachers and administrators aware of the fact that supervision can be valuable. Supervisors, in evaluating themselves, might do well to examine the more objective point of view of principals toward supervision services.

HOW HAS A NATIONAL ORGANIZATION HELPED TO CHART THE ROAD AHEAD?

Organized on a nationwide basis, with its roots in local communities, the Association for Supervision and Curriculum Development, a department of the National Education Association, is engaged in a variety of activities. Any discussion of these activities and ways of working has little meaning without an understanding of the principles by which the group operates. For it is only as the activities which the Association supports serve as means of promoting better educational experiences for children and youth that they can be justified. The Association at present operates on the following platform:

We believe that modern schools can do their jobs ONLY IF . . .

- pupils, teachers, and administrators grow in understanding what life is all about.
- everyone has a chance to test for himself what is important and what isn't.
- youngsters learn by making choices and seeing how they work.
- youngsters have a chance to think and talk about our social structure and decide how it may be improved.
- what happens in the school is determined by what boys and girls need individually and in groups, now and tomorrow.
- the curriculum—what boys and girls do in school—has meaning and significance for the youngsters.
- all community agencies, including our homes and schools, work together for better education.
- there is mutual respect and confidence as we work together to improve our schools.
- school programs are continually being weighed and improved in the light of tested ways of working.
- parents and citizens are helped to understand what their youngsters need to learn and how it can be taught.
- state and federal aid goes to communities which cannot pay for good schools.

Since the important function of the Association is to stimulate better supervisory practices in the interest of developing better schools, it is important to consider how it implements the realization of its program. Strong working committees, a regional organization, and a program of publications are among the most promising means thru which the organization works. Basic to all activities is the conviction that efforts of regional and national character are of significance only as they emanate from and affect the quality of educational opportunity in local situations.

Committees Work in Significant Areas

As some of the major problems confronting supervisors were isolated, group action was seen as an ideal means of attacking them. In order to facilitate action, several committees were organized. This committee work on which the Association relies heavily is essentially group action. Basic principles of group action to which committees subscribe are very similar to those stated in a recent publication:

The first principle that stands forth is that *the goal of the group should be action. . . .*

The second principle, related to the first, is that *the membership of a working group should consist of those who have a common function and are consequently in a position to test in action conclusions that may be reached. . . .*

Third is the principle that *common purposes—the elements that serve to tie individuals together—should be constantly borne in mind. . . .*

This leads to the statement of a fourth principle,—namely that *group coordination of smaller group activities is essential*, that it is critically important that there should exist what is often called a central planning committee. . . .

One of the temptations from which every group suffers is that of imposing its collective—often bare—majority will too readily upon the individual. The fifth principle may consequently be stated that *there should be a constant effort to discover and release the powers of all individual persons. . . .*

A sixth principle is that in group planning and action *rational methods should be meticulously followed. . . .*

This brings us to a seventh principle, namely that a *dynamic attitude should be developed. . . .*

In-Service Education Merits Attention

Since 1943 a study on *in-service teacher education* has been going forward which involves supervisors and teachers in various parts of the nation. The core committee of this study has stated that its purposes are: (a) to stimulate more effective supervisor-teacher effort on the solution of problems that are faced by individual teachers and (b) to serve as a clearinghouse for reports from supervisors and teachers as to effective

ways of overcoming obstacles. The field committee members were chosen from those with supervisory responsibilities in education and were representative of all sections of the country as well as of rural areas, villages, and small and large cities. Each supervisor selected as a field committee member was asked to cooperate with two or three teachers of his local staff in working on problems of the teachers' own choosing. The teachers were asked by the supervisor to keep informal records such as diaries, log books, and anecdotal recordings. The supervisor's report was kept independently, and both reports were sent to the core committee. Beginning in September 1944, it was anticipated that a two-year period would be the minimum time for a supervisor and his teachers to work together before recognizable evidence of the effectiveness of procedures would be available. The committee reports its progress and findings from time to time thru conferences and Association publications.

A Study of Basic Education Gets Under Way

Another leadership activity of the Association is the sponsorship of a study of basic education in secondary schools. After a plan for the study was outlined, a proposal for implementing the study drawn up by the Northwest Society was approved with the following suggestions:

1. That a certain portion of the school program should be set aside in each school taking part in the study for the consideration of common interests, needs, and concerns of young people.
2. That it is not essential whether we talk of core curriculum, general education, basic education, or some other term. Such a study will stand or fall upon the types and varieties of experiences children will have.
3. That changes in the nature of basic education should be dependent upon two factors:
 - a. Growth in our understanding of the problems that face us
 - b. Changes in the nature of society itself.
4. That groups in proximity to field committee members should be encouraged to develop similar studies.
5. That administrators should be encouraged to bring teachers into the planning of the experiment and should realize that school time is essential for such planning.
6. That within a building the problems should be attacked on a whole-school basis. Programs go forward only as total faculty will sanction.
7. That thru pupil-teacher planning in setting up objectives, providing for classroom experiences, and evaluating growth comes opportunity for optimum development (curriculum planned by both).

In 1945 it was recommended by the chairman of the core committee that this study, which has far-reaching implications for the improvement of education provided for youth, be broadened to include a twelve-year range of school experiences. Proceedings and findings of this undertaking

are being made available thru the publications of the various school systems participating as well as thru the Association. Preliminary progress reports which merit careful consideration have already appeared in Washington and Oregon.

Beginning Supervisors Get Help in Local Situations

Florida, Tennessee, and Virginia report that supervision practices in those states have already been influenced by a third Association project which embodies the principles of group action. In each state a small group of beginning supervisors had, as a special consultant, a field worker of the state department of education. Ideas were exchanged and resources pooled thru group meetings with supervisors who served in nearby school systems. Utilizing the findings of this study in one state, a handbook for supervisors on *Ways of Working as a Supervisor in Florida* has developed. In this instance we have evidence of activities of nationwide scope and backing resulting, not in a conventional printed report, but in action at a local level.

Committees Deal with Many Problems

Other Association groups are studying additional problems with supervisory implications. Extended school services for children of school age, interpreting children thru lay periodicals, recruitment of teachers, a city and its children, and a ten year study of teacher development are among the other problems receiving attention. In most instances a national core committee makes the initial proposal, assumes coordinating responsibility, provides leadership and stimulation during the undertaking, and directs its attention to a variety of activities on local levels.

Publications Provide Channels for Working

The Association employs several channels thru which information is disseminated to supervisor-leaders at regular intervals. Other publications are developed as a result of particular research and of committee work of the type discussed in the preceding paragraphs. A publications committee directs its attention to regular evaluation of all publications with a view toward continual improvement. Regular publications by the Association are the annual yearbooks and *Educational Leadership*, the Association journal. *Building America*, a publication designed for pupil use, is sponsored by the Association. Pamphlet publications available from the Association include consideration of films interpreting children and youth; discipline for children in today's world; education in the armed forces; publications in elementary education; and evaluation of recent city, state, and county curriculum bulletins.

Regional Activity Is Facilitated Thru Organization

Another means of disseminating findings of significance to the supervisor-leader and of stimulating additional study of supervisory problem is thru the Association's Committee of Twelve. This committee was organized to include all forty-eight states and the District of Columbia.

Most of the regions have engaged in some phase of planning, and several have held successful regional conferences and undertaken activities proposed by the department. In instances in which objectives and outcomes of the regional group are similar to those of a state department of education working thru its legal representatives, close cooperation is desirable.

Thru the activities stimulated by the regional organization, the national association is further enabled to move toward a "grass-roots approach" to supervisory problems. What publications are unable to do, first-hand contacts often accomplish. Thus supervision *purposes* conceived on a nationwide scale and *ways of working* to attain these purposes achieve dynamics as regions, states, and local school systems identify their own problems and attack them at the source. The functions and promising ways of working discussed from this national viewpoint correlate closely with those reported by local school systems. This is not surprising since the Association "is the man in the local school system."

WHAT NEW WAYS OF WORKING DO REGIONAL PROGRAMS REVEAL?

A trend which is increasing in popularity, and which indicates great promise in the studies submitted, is the cooperative action of a group of states in working on a problem which has elements of concern for several states. A number of educational groups have been experimenting with a variety of approaches based on the regional concept.

What's Tried with Youth Has Possibilities for Teachers

Based on the premise that there probably has never been a time when the need for effective leadership of teachers in service was greater, a sub-committee of the North Central Association of Colleges and Secondary Schools was appointed to study the problem of educating teachers in service. In initiating its work this committee made an investigation of the technics commonly employed in education in our secondary schools and noted that they were not those listed as most promising in surveys. Its next step is one that should have suggestion for educators concerned with in-service training thruout the country. Teachers in the selected schools were asked to record in anecdotal form the procedures they considered of greatest promise for educating teachers in service. They were

requested to make their judgments in the light of the results in their respective schools. The following technics were most frequently mentioned:²

1. Having teachers organize themselves into committees to study problems
2. Having teachers, rather than the principal or department heads, plan faculty meetings
3. Providing an adequate professional library in a room used exclusively by teachers and fitted as a comfortable, home-like, browsing room
4. Having teacher panels discuss recent articles in periodical literature
5. Giving special financial awards for participation in cooperative attacks upon school problems
6. Encouraging an evaluation of the school by use of such devices as the application of the criteria of the Cooperative Study of Secondary School Standards
7. Organizing a well-planned, cooperative attack on problems of curriculum development
8. Holding forums where teachers, pupils, parents, and board members could discuss their common problems
9. Attending summer schools, more particularly summer workshops
10. Visiting other teachers.

These data appear to indicate that *frequent use of cooperative techniques* seems to be the better procedure to remove the obstacle known as "poor professional attitude of teachers"; to increase the attention paid to research, educational literature, and a study of the learning process; to increase the attention paid to study of the local community; to encourage experimentation; and to promote activity in the area of curriculum development.

Technics which are supervisory and inspectorial and which originate with administrators and supervisors and which are individualistic rather than cooperative in character are considered of doubtful value, but they are most frequently used. Technics which involve teacher participation in planning and policy making, which involve teacher participation in all phases of the program of in-service education, which encourage teacher initiation of action as well as planning are considered most valuable, but these technics are the least used.

Do not the ten procedures or technics most frequently listed by the teachers in this study give directives to all personnel charged with supervisory responsibilities? Progress reports of this subcommittee on in-service training of teachers merit careful study by secondary administrators, department heads, coordinators, and supervisors. Weber concludes that,

² Weber, C. A., "A Summary of the Findings of the Sub-Committee on In-Service Education of the North Central Association of Colleges and Secondary Schools," *Journal of Educational Research* 36:694-706; May 1943.

"apparently, the task confronting the educator is to cast aside the fetters of traditional devices and let the teachers share in planning, policy making, procedures, and evaluation."³

Cooperative School Experimentation Employs Regional Ways of Working

A unique feature of the Horace Mann-Lincoln Institute for School Experimentation is that it includes school systems in various parts of the United States. It has features in common with regional programs in that group planning by representatives from all school systems is an important part of the experimentation. During the summer of 1945 a central workshop was held at Teachers College, Columbia University, to provide opportunity for collaboration between the Institute staff and representatives of the associated schools. Teachers, administrators, supervisors, and consultants shared in the planning and worked cooperatively on the problems of concern to their respective school systems, or to the total group.

The schools included in the study became associated thru invitation by the Institute staff. Representatives from this staff visited the various schools in a system "to discover the common problems in which several might collaborate, and the problems which would provide individual schools or school systems with projects peculiar to their local conditions."⁴ When need for a service is indicated, special consultants from Teachers College, Columbia University and other institutions are called in to work in the local situation.

Progress reports of this cooperative school experimentation will be made available thru the Bureau of Publications at Teachers College. Procedures and practices should have great value to elementary- and secondary-school supervisors. As a way of planning, this study should offer suggestions to institutions of higher education.

The South Pioneers in Regional Study

A study which provides elementary-school supervisors with an opportunity to evaluate the services they are rendering is sponsored by the Southern States Work Conference. The states already cooperating in this study are Alabama, Georgia, Kentucky, South Carolina, and Tennessee.

Objectives of the study are: (1) compilation of points of view regarding the purposes and functions of the elementary school in a community, (2) gathering and use of factual data, currently available, that serve to help interpret the elementary-school situation in the respective states, (3) initiating programs of action that will cause teachers, school leaders, and lay

³ *Ibid.*

⁴ Harap, Henry, editor. "Front Lines in Education," *Educational Leadership* 2:175-78; January 1945.

citizens to evaluate critically present conditions and practices in elementary schools and communities and to evolve plans that will result in a more effective education, (4) preparation of case studies of school and community activities that reflect varying qualities of work and give insight into local conditions.

The conference believes that the rehabilitation of the South depends on the development of an effective educational program, particularly in the elementary school. "For, it is here and here only that all the children of all of the people can be reached, and it is here that children are most amenable to change."⁵

In this work conference, supervisors of counties, states, and cities are cooperating with other leaders on a steering committee whose responsibility is the direction and coordination of the work of the total group. State committees will:⁶

... (1) provide for the gathering of factual materials, (2) give guidance to local groups in the collection of data relating to classroom practices, community participation, and statistical information, which may be used at the 1946 work conference, (3) contribute to the 1946 conference point of view as to purposes and functions of the elementary schools in the community.

It is obvious that there is an absence of complacency with "what is" when key educators, including the supervisor-leader, recognize the necessity for critically evaluating their functions in the interest of developing better programs of education. Previously untapped resources are utilized to achieve desired goals.

Values determine supervisory practices in programs such as these three of regional nature. Commenting on the soundness of employing cooperative group work as a means of developing a fine instructional program, Corey states that in working with teachers:⁷

A . . . method . . . that contributes to a sense of well being and security and results . . . in much more rapid and more permanent progress involves concentrating upon those things that the teacher already does well and of which she is proud and then helping her realize that in the degree that all of the teaching practices are consistent with her best ones she is professionally superior.

The principal or superintendent or supervisor who insists upon functioning as a 'leader' rather than a 'director' recognizes the importance of having those with whom he works secure and adventuresome and familiar with and responsible for the entire educational program. He recognizes that the

⁵ Spotlight. "South to Study, Elementary Education," *School Executive* 64:32; August 1945.

⁶ *Ibid.*

⁷ Corey, Stephen M. "The Importance of People—Teachers ARE People," *Educational Leadership* 1:491-93; May 1944.

sum total of the ideas of all of the teachers as they think about education is a more impressive and fruitful aggregate than the sum total of the ideas of a few administrators.

Such a leader's chief concern is in improving the schools. He cares very little for a reputation as the fellow who has all of the inspiration and is aggressive in putting them into practice. Because this latter role, however, is the one most people think a successful school administrator or supervisor must play, the leader will find the going rough. He will be tempted again and again to tell people what to do because the alternative takes time and requires patience.

Altogether apart from any sentimental notions about democracy, the chief difficulty when teachers are told what to do is that the directions cannot ever be sufficiently explicit because teaching by its very nature requires much individual initiative and resourcefulness. A second difficulty is that the followers of directions are chronically unable to accept personal responsibility for the success of the activity. A third difficulty is that people who are constantly following administrative directives lose something as persons. They tend like cogs in a machine or automatons on an assembly line—to become things rather than people.

HOW ARE STATES WEIGHING THE VALUES OF PRESENT PROGRAMS?

Today many states are engaged in evaluating education programs from kindergarten thru the senior high school or in studying critically educational provisions at specific levels. Institutions of higher learning are evaluating the provision they are making for preservice and in-service training of supervisors and teachers. The trend toward more carefully planned cooperation between the latter institutions and public-school systems is a significant one. *Long-term planning* is an important feature of many state programs. Their accounts show that in a number of instances efforts toward improvement of instruction affect supervision directly.

A Findings Committee Goes to Work in North Carolina

Supervisors in North Carolina, thru the state meeting of the Department of Supervision and Curriculum Development, expressed a desire to know what kind of instructional leadership city and county administrators preferred. They selected a findings committee to confer with the administrators in this matter for two reasons:⁸

That members of the Department of Supervisors and Curriculum might have additional bases for evaluating their present procedures.

A selected list of types of service that superintendents would desire could be valuable information for future supervisory groups.

⁸ North Carolina Education Association, *Report of Findings Committee of the N.C.E.A., Supervisors' Department*, Raleigh: State Department of Public Instruction, April 1944. (Mimeo.)

One hundred and twenty-four administrators representing seventy-four counties and fifty cities replied to the questionnaire. It is with the findings on the first question that the yearbook committee has particular concern. Administrators were asked, "Will you list the types of service that you would want in your administrative unit from an instructional leader, provided you had that service?" The twelve items most frequently listed are reported by the findings committee without interpretation.

1. Supervision or improvement of instruction:	18
a. Constructive professional and ethical supervision of classroom activities	7
b. Cooperative supervision	40
2. Aid in selection and use of materials of:	
Instruction	2
Library	1
Textbooks	28
3. To foster in-service growth of teachers	13
Visiting	1
Conferences	7
Selecting materials	1
Finding strengths and developing them	2
Forming classes	3
Giving advice	2
Giving encouragement	2
Planning meetings	3
4. Selection and building of effective curriculum	19
5. Coordinating the work of the system	15
6. Special help with beginning teachers	12
7. Improved use of tests and testing follow-up	10
8. Pupil progress	
a. Proper gradation and promotion system thru tests and otherwise	
(1) Special attention to accelerated pupil	4
(2) special attention to borderline cases	3
(3) slow mentality	3
9. Evaluation in order to improve weak spots	9
10. Improvement of county teachers' meetings	7
11. Someone who can go to the aid of teachers when they feel they need help	6
12. Assist in the best selection and placement of teachers (discharging)	5
	2

Thirty-three other types of services were listed by from one to five respondents. "Cooperative supervision" which was listed by forty of the administrative units implies some of the same characteristics as "democratic leadership in supervision" which was listed first by secondary and elementary principals and supervisors who replied to the yearbook questionnaire. The area that this questionnaire covers included 33 counties and 15 city administrative units containing 7 one-teacher schools, 49 two- and three-

teacher schools, 64 four- to six-teacher schools making a total of 327 schools and 2862 teachers.

With a view of indicating possible approaches to state departments, other questions asked of these administrative units in North Carolina follow:⁹

Titles of helper

1. Do you object to the name "supervisor"?
2. Would you like one of the following names better?
 - a. Director of instruction
 - b. Director of curriculum
 - c. Supervising teacher
 - d. Helping teacher
 - e. _____
 - f. _____

Do you think that you have a person in your administrative unit who is now prepared or with some additional training could be well qualified for the type of work you desire in your unit or another unit in the state desiring this service?

It is obvious that this step taken in North Carolina is a positive approach to establishing mutual understandings concerning desirable supervision services. It indicates a realistic facing of the problem and a high professional attitude on the part of the supervisors seeking to improve their work. It should result in giving new vitality to supervision.

California Sees a Need for Better Supervision

Less attention seems to be given in literature to the evaluation of supervision purposes and procedures on the kindergarten-primary level than on any other level of the public-school program. A survey conducted in 1943 concerning the California situation contributes some items of importance to this level of supervision.

This study designed to ascertain trends in kindergarten-primary supervision was based upon reports from cities or counties with a population of five thousand or more and covered the period of time 1930-1943. The questionnaire which was used as a basis for the study was sent to 108 county school superintendents and sixty-two city superintendents. Both traditional and modern practices of supervision were included in the checklist. The large percentage of responses to questionnaires indicated that administrators were keenly interested in the problem of kindergarten-primary supervision. In order to secure more detailed information on some situations, conferences were held with supervisors and superintendents. Curriculum materials were also reviewed. The findings which are particularly significant for this report are quoted as follows:¹⁰

⁹ *Ibid.*

¹⁰ Wood, El Doris. A Summary of a Study Made of Kindergarten-Primary Supervision in California Public School Systems Covering the Period of 1930-1943. California: (Mimeo.)

There appeared to be a trend toward increase in the time definitely apportioned by supervisors for classroom visitation in both city and county systems. These visits seemed to be more often planned with the teacher in recent years.

According to the data, the use of rating scales for evaluation of teachers' work seemed to be discouraged when used by the supervisor. When used by the teacher as a self-checking aid, the rating scales were more acceptable.

Trends seemed to be toward more democratic methods of curriculum development with emphasis placed upon democratic attitudes, beliefs, and procedures in supervisory services. The tendency appeared to be toward more teacher-participation in the development of the curriculum.

In the judgments of all the superintendents and supervisors reporting, the following five activities ranked highest in importance as services rendered by the supervisor:

1. Holding individual conferences with the teacher
2. Visiting classrooms for observation and evaluation
3. Taking leadership in curriculum development
4. Demonstrating techniques and methods
- 5a. Conducting workshops for in-service growth of teachers
- 5b. Providing specialized resources upon which teachers may draw for meeting their classroom needs.

The number of teachers' requests for guidance were found to have increased over former years.

A high percent of all the superintendents and supervisors reporting indicated that the following activities are now engaged in by supervisors:

1. Attending professional meetings for their own growth
2. Holding individual conferences with teachers
3. Visiting classroom for observation and evaluation
4. Working with teachers in the classrooms
5. Demonstrating techniques and methods
6. Taking leadership in curriculum development
7. Encouraging teacher participation in educational organization
8. Helping in the organization of groups and committees
9. Preparing bulletins for teachers' use
10. Providing specialized resources upon which teachers may draw to meet the needs of their classroom work.

The following supervisory activities were given high ranking by supervisors, but were not so ranked by superintendents:

1. Observing how plans carry over
2. Conducting workshops for in-service growth of teachers
3. Comparing results of the work of the system in order to aid individual schools and thereby benefiting the system as a whole.

SOME RECOMMENDATIONS GROWING OUT OF THE STUDY:

1. There is need for better understanding of the meaning and function of supervision as a coordinating service consisting of the combined and related efforts and abilities of all persons engaged in the education of children.
2. The personnel in the supervision of the kindergarten-primary grades need to be completely certificated in the work of this level in addition to

any general elementary or secondary certification which they hold. This would help to insure practical training and experience in the field of early childhood development, and help to lay a basis for better understanding of the needs of the child in his later school years.

3. A suggestion is offered for more coordination of the creative efforts of teachers, which might well be used for a stimulating program for the benefit of the entire school system.

4. Just as faith in human nature and regard for the worth of human intelligence and power in cooperative effort is basic to democracy, so is it recommended for the foundation for educational organization and supervision.

An important field for further study in California was opened by these findings. What would account for the different evaluation given by superintendents and supervisors as to the three most promising ways of working? While cities reported a slight increase in the number of kindergarten-primary supervisors employed, counties reported a slight decrease altho their total supervisory staffs had been increased. It would seem that not all superintendents have been convinced of the value of supervision services on the kindergarten-primary level. That may be due in part to the fact that only 10 percent of the supervisors reported that they hold kindergarten-primary teaching credentials and are supervising those grades under a general elementary credential. Since recent legislative action has made kindergartens a part of the public-school system in California, it is to be expected that more thoughtful attention will be given to the selection of leadership for this educational level.

Georgia Takes the Lead in Education for Supervisors

In Georgia, the state department of education, the university, and the state teachers colleges are cooperating in sponsoring a program of supervisory education. It is the belief of the leaders in this state that teachers who wish to become supervisors need a particular kind of training. Thru the program in Georgia, there is a close correlation of the preparatory period and the first actual supervisory experience. During this time they work closely with an experienced supervisor; the period of observation and participation varying with individual growth needs. Arrangements are made for these new supervisors to have contact with the functioning of social institutions which gives them an understanding of broader human values and far-reaching social situations.

The director of the education of supervisors at the University of Georgia reports that these student-supervisors agree that the following competencies are especially important for success in supervision:¹¹

¹¹ Fransech, Jane. "Educating Supervisors," *School Executive* 64:50-51; February 1945.

(1) Personal qualities must be attractive. The supervisor must be kind, understanding, tactful, pleasant, and socially intelligent. (2) Superior skill is important in such areas as: teaching, helping teachers to understand child growth and development, helping teachers to understand good principles in teaching, working with children and adults cooperatively toward important ends, and in the use of such tools as written and oral English. (3) Superior knowledge in the fields as the following is important: Curriculum and methods, sociology as it is related to rural communities, human behavior especially as it is related to child growth and development, elementary science, arts and crafts, social science with special emphasis on present world affairs, and philosophy as it is related to democracy and education.

A Supervisory Program Is Enlarged in Kentucky

Leaders on both the elementary- and secondary-school levels in Kentucky are giving direct attention to the improvement of supervision. The increased number of emergency teachers being employed in the elementary schools in Kentucky led the state department of education to set up a workshop for the specific purpose of training helping teachers who were chosen from among the best teachers in the system. As a result of this intensive work, the number of supervisors employed increased in 1945-46 from 20 in the entire state to 78 helping teachers and supervisors in 44 counties and 12 in 9 large cities. The cooperation of all of the educational groups in the state in establishing this well-coordinated plan for in-service education offers convincing evidence to other states confronted with this same problem. Some of the yearbook questionnaires indicated that supervisors found that they could not work effectively with the numbers of teachers to which they had been accustomed because teachers with emergency credentials composed more than 50 percent of the group and required much more of the supervisor's time. This was particularly evident in county systems. Detailed plans and procedures developed in Kentucky should comprise a valuable contribution to the literature.

Curriculum Study in Washington Deals with Supervision

The statewide program of curriculum study and in-service training in Washington has many implications for supervision. Progress reports produced by this system should prove of interest to those who have the responsibility of employing supervisors as well as to supervisors themselves. The following excerpts are quoted from an article by the Curriculum Director in the State Office of Public Instruction.¹²

The records of American education show that ever since the improvement of instruction became one of the foremost concerns of the schools

¹² Anderson, Vernon E. "In-Service Education for an Entire State," *California Journal of Secondary Education* 19:219-23; May 1944.

outstanding school systems have provided some organized form of in-service training for teachers. These schools have added supervisors and directors of instruction and curriculum to their staffs, have conducted planned supervisory and curriculum improvement programs with teacher participation in planning and execution, have sponsored professional reading clubs, extension classes, and conferences, have participated in special studies and used the service of consultants. Generally, however, the schools which have provided special services have been limited in number.

Among the conclusions the following is particularly pertinent to this report.¹³

Schools in which some organized type of supervisory or curriculum program is being conducted receive more benefit from the program than where there is no continuous study of local professional problems.

Since findings of this type have already been reached, it is significant for supervisors elsewhere to know what procedures and technics have been employed and which of these have proved most fruitful. Anderson states that since the program is entirely experimental in nature, the plan of operation must be kept flexible. He reports, however, that "most popular with teachers and administrators have been the individual school conference and visitation plan, whereby the instructors are scheduled to work in a school system for a period of from one to several days."¹⁴

In these state programs, as well as in twenty others that the yearbook committee had an opportunity to review, there seems to be an emphasis on helping teachers help themselves. There was evidence of opportunity for teachers, supervisors, and administrators to plan together. In the majority of programs studied consultants from universities or teacher-training institutions were members of these groups. Democratic ways of working were respected. When leadership of the type indicated in this section of the yearbook is assumed by state departments of education, county and city school systems within those states are motivated to evaluate and reorient supervision purposes and procedures in the interest of improving the instructional program.

WHAT WAYS OF WORKING ARE TAKING HOLD IN COUNTY PROGRAMS?

It is obvious that in instances in which state leaders are alert, the ideas conceived by them permeate counties and cities. Educational experimentation in local areas in its turn contributes to state programs. Otherwise there could be no state program, since the real leadership emanates from the local school system. A study of supervisory activities in counties reveals

¹³ *Ibid.*

¹⁴ *Ibid.*

many similarities with those considered desirable on a statewide basis. The chief difference lies in the initiatory source of the program. A glance at areas of emphases in various counties indicates the part supervision plays in preservice and in-service education programs.

County	Program Emphasis
Montgomery County, Maryland	Reorganization of program—in-service training ¹⁵ Child growth ¹⁶
Sandoval County, New Mexico	Rural-school supervision—maintenance program ¹⁷
Warren County, New Jersey	Workshops—good fellowship among teachers, supervisors, and parents ¹⁸
Cherokee County, Alabama	Cooperation of school people with all county agencies ¹⁹ What union between school and community involves ²⁰
Chesterfield County, Virginia	The supervisory visit ²¹
Carroll County, Georgia	Community planning ²²
Van Buren County, Michigan	Cooperative community enterprise ²³
Colquitt County, Georgia	Evaluation ²⁴ Workshops and supervision ²⁵
Fayette County, Alabama	Supervisory program ²⁶
Vigo County, Indiana	Conference program ²⁷
Los Angeles County, California	Cooperation among schools in county ²⁸
Norfolk County, Virginia	Utilizing community resources ²⁹

¹⁵ Montgomery County, Maryland, Public Schools. "The Present Crisis—The Technique of Planning," *Professional Yearbook*, September 1944. (Mimeo.)

¹⁶ Broome, Edwin W. "Planning for Growth," *Childhood Education* 21:64-73; October 1944.

¹⁷ Logan, Ruth P. "The Continuance and Maintenance of a Rural School Program for Supervision," *American School Board Journal* 110:29-30, 76; April 1945.

¹⁸ Weber, Julia. "How Workshops Grow," *Educational Leadership* 3:10-12; October 1945.

¹⁹ Smith, Estelle S. "The Rural Routes," *Educational Leadership* 2:149-51; January 1945.

²⁰ National Education Association, Department of Supervisors and Directors of Instruction. "The Cherokee County Cooperative Program," *Leadership at Work*. Washington, D. C.: the Department, 1943. p. 169-76.

²¹ Coleman, Elsie. "The Supervisory Visit," *Educational Leadership* 2:164-67; January 1945.

²² West Georgia College. *A College and a County*. Genola: University System of Georgia, August 1942. Vol. IX, No. 4.

²³ Van Buren County Schools. *Schools Awake*. Paw Paw: the Commissioner, February 1942.

²⁴ Troyer, Maurice E., and Pace, C. Robert. "Evaluation in an Ongoing Program," *Evaluation in Teacher Education*. Washington, D. C.: American Council on Education, 1944. p. 283-305.

²⁵ Prall, Charles E., and Cushman, Leslie C. "A Countywide Study of Community Problems," *Teacher Education in Service*. Washington, D. C.: American Council on Education, 1944. p. 387-435.

²⁶ National Education Association, Department of Supervisors and Directors of Instruction. "Fayette County Supervisory Program," *Leadership at Work*. Washington, D. C.: the Department, 1943. p. 176-83.

²⁷ National Education Association, Department of Supervisors and Directors of Instruction. "Vigo County Conference Program," *Leadership at Work*. Washington, D. C.: the Department, 1943. p. 184-86.

²⁸ Prall, Charles E., and Cushman, Leslie C. "An Articulation Study in Los Angeles County," *Teacher Education in Service*. Washington, D. C.: American Council on Education, 1944. p. 365-86.

²⁹ Carper, M. L. "Out of School Teachers," *Educational Leadership*. 1:350-53; March 1944.

Among statements submitted, a promising trend was indicated in terms of careful planning to coordinate the services of supervisors within a county system. In some programs counties and cities are cooperating in an examination of their educational plans and in defining the major purposes of supervision. Geographically close school systems are jointly planning curriculum development work. By pooling their finances for this purpose, they are able to bring a greater number of resource persons from universities and colleges to work with the local educational personnel. The majority of county programs studied revealed that ways of working were being determined only after values or purposes were established. It seems appropriate to close this section with the challenge by Aubrey Williams, "What is right for rural schools must wait upon an educational leadership which places the welfare of the people above organizational and jurisdictional prerogative."³⁰

HOW DO CITIES SUPERVISE?

A great deal of specific information concerning the work of the supervisor-leader in city school systems is available in recent literature. Only one of the programs will be cited, while reference to the literature will be made in a limited number of instances.

New York Teachers Appraise Supervision

The research on supervision which was done by Henry Antell has already been referred to in this yearbook. It is significant to supervisors for two major reasons. In the first place it represents a type of investigation that could be employed to advantage in other city school systems; in the second place it reveals how teachers regard the supervision practices used in a particular city. Relative to the latter point certain trends are noted.³¹

In analyzing the teacher appraisal of these practices it is well to list in order of preference, those which at least 50 percent of the teachers find very helpful. They follow:

1. Availability of professional library in school—86%
2. The supervisor acts as a consultant or technical adviser—81%
3. Demonstration lessons—74%
4. Grade conferences to discuss common problems—73%
5. Visiting an outstanding school—73%
6. Participation in the formulation of school policies—70%
7. Individual conference with supervisor—67%
8. Intervisitation—67%
9. An after-school conference at which there is open discussion of a topic of vital interest to the group—65%

³⁰ Williams, Aubrey. "Rural Education, Does it Adequately Meet the Needs of Rural Youth and Rural Communities," *Progressive Education* 22:30-33; January 1945.

³¹ Antell, Henry. "Teachers Appraise Supervision," *Journal of Educational Research* 38:606-11; April 1945.

10. In-service courses or workshops—63%
11. Participation in course-of-study making—56%
12. Teachers' interest committee in the school—51%

It is noteworthy that in all the first ten items except number six, the teachers are chiefly interested in having made available to them resources materials for their own improvement. Thus they find very helpful a professional library, a supervisor who thinks of his job as one of advice and consultation, other teachers who may demonstrate some commendable teacher abilities, a conference of their colleagues where they may discuss their problems, visiting a school at which they may observe some outstanding technics, an opportunity to confer with the supervisor, inter-visitation, a general afternoon discussion session, and courses or workshops. In all of these practices the teacher is intent upon discussing her problems and in finding possible solutions to them. They are resources she would like to use to improve her competence. Apparently, a supervisory practice which is of this nature, is very apt to be welcomed by teachers as very helpful.

Other Cities Make Contributions

Some of the ways of working which were considered most promising by questionnaire respondents are evidenced in the supervision practices discussed in each of the city educational programs listed here. The year-book committee regrets that a comprehensive list could not have been given rather than such a highly selective one.

City	Program Emphasis
Long Beach, California	Supervision—secondary ³²
Newton, Massachusetts	Planning committee ³³
Denver, Colorado	Policies council ³⁴
Parker District, South Carolina	Comprehensive program of child study ³⁵
Des Moines, Iowa	Planning body in a complex situation ³⁶
Hyde Park, New York	Supervising principal ³⁷
Portland, Oregon	Workshops ³⁸
New York, New York	Educational program ³⁹

³² Klopp, W. J. "Supervision Under War Conditions," *California Journal of Secondary Education*. 20:67-68; February 1945.

³³ Prall, Charles E., and Cushman, Leslie C. "A Planning Committee That Educated Itself," *Teacher Education in Service*. Washington, D. C.: American Council on Education, 1944. p. 34-57.

³⁴ Prall, Charles E., and Cushman, Leslie C. "A Policies Council of Varied Undertakings," *Teacher Education in Service*. Washington, D. C.: American Council on Education, 1944. p. 106-24.

³⁵ Prall, Charles E., and Cushman, Leslie C. "The Parker District Prior to 1940," *Teacher Education in Service*. Washington, D. C.: American Council on Education, 1944. p. 151-61.

³⁶ Prall, Charles E., and Cushman, Leslie C. "The Planning Body in a More Complex Situation," *Teacher Education in Service*. Washington, D. C.: American Council on Education, 1944. p. 72-91.

³⁷ Juckett, Edwin A. "Workshop Adventure in Democratic Administration," *American School Board Journal*. 109:35-37; October 1944.

³⁸ Anderson, Vernon E., and Long, Walt A. "A School System Builds Its Own Workshop," *Educational Leadership* 2:209-11; February 1945.

³⁹ New York Public Schools. *All the Children*. New York: the Board, 1943.

In many instances these programs seem to be an outgrowth of broader studies stimulated by county, state, and national enterprises. Teachers, supervisors, principals, and superintendents have been fired with a zeal to promote democratic living in the classrooms of America. Teacher leadership is being encouraged by supervisors who recognize that teachers are people. Altho there is some variation in the thinking expressed by educators as to what might be considered the *five* most promising ways of working if supervisors are going to meet their responsibility in public education, all of the ways suggested are diametrically opposed to practices handed from the top down. As groups work together, a common philosophy destined to realize the American Dream may emerge from the individual studies now going forward thruout the nation.

HOW HAS PROFESSIONAL LITERATURE ENRICHED THE CONCEPT?

Since questionnaire responses from supervisors indicated careful study of a wide range of professional literature, it seemed significant to canvass that source for national trends. Consequently, an extensive survey of recent educational literature was made to determine the promising ways of working described with greatest frequency.⁴⁰ Writings by university and college presidents and instructors, deans of schools of education, consultants to outstanding school systems and administrators of city and rural schools were included in the material studied.

In rating practices of promise these educators emphasized the classroom observation; next in order were teacher conferences and teacher excursions. This judgment may appear to be in opposition to the number one questionnaire response of supervisors and principals who considered democratic leadership the most promising way of working. The apparent discrepancy, however, raises a question as to whether or not there may be confusion as to what constitutes democratic procedure in supervision. Might it not be that the classroom observation is a process thru which the supervisor-leader has the responsibility to function democratically?

Observation Is Essential to Democratic Procedure

To some students in the field, there is certainly no conflict between the demands of supervisors and principals for democratic procedures and the opinions found in a study of the literature concerning the value of classroom observations.⁴¹

Observation, in order to be of value, must be carefully planned. The purposes for observation should be set up jointly by the teacher and the

⁴⁰ Taken from a study made and reported for this yearbook by Esther Cahill, Cincinnati Public Schools, Cincinnati, Ohio, August 1945.

⁴¹ The sections on observation and conferences are taken from beliefs expressed by Florence Stratemeyer, Teachers College, Columbia University.

supervisor. This joint planning may be done either on a person-to-person basis or thru written communications. The supervisor needs to have a memorandum of the ways in which the teacher feels that he can be of most help. If the purpose of the observation is agreed upon, and the date of the visit is announced, a wholesome learning situation of mutual benefit should result. Unless the supervisor is informed of the problems with which he is to be confronted in advance of his visit, it cannot be assumed that he will be in a position to render the most effective service. It is his responsibility to know a wide variety of materials, but he cannot have these materials at hand unless he has had opportunity to prepare for a specific request. When the supervisor knows of the definite problems faced by the individual teacher and principal he is enabled to bring to these people a variety of means of attacking the problems. Consecutive visitation must be provided for, when needed.

The thesis of this position is that the supervisor exercises democratic leadership in the manner in which he conducts the classroom observation. The two cannot be separated. The supervisor cannot exert democratic leadership except in attacking a problem with which a teacher has concern. It is recognized that the problems of teachers vary according to the areas in which they work and the individuals with whom they are concerned. It is essential for supervisors to know something of the individual child in the classroom and of the environment in which he lives and works. The principal and the teacher know these problems because their lives are centered in the community with the children. Teachers will be helped more effectively if they provide the supervisor with a basic understanding of their local problems in order that he may plan specifically for a definite situation.

Conferences Center in the Individual or the Group

As a promising way of working, conferences have been given a ranking of significance by each of the groups consulted. In the questionnaire responses, principals and supervisors rated group conferences second in importance. Individual conferences were given third place by the principals and fifth place by the supervisors. In a survey made in New York, three-fourths of the teachers questioned rated group conferences as being very helpful.⁴² In the study of professional literature, individual and group conferences were not separated. Conferencing as a way of working received second highest rating in this study. In this connection, it is pertinent to inquire whether there is any significant difference in the technic utilized in conducting a group or an individual conference? Since conferencing is

⁴² Antell, Henry. "Teachers Appraise Supervision," *Journal of Educational Research* 38:606-11: April 1945.

a way of working popularly employed by educators, it is important to consider ways of ensuring its effectiveness.

There are numerous types of conferences necessary for a variety of purposes. All of them, however, have certain basic characteristics in common. A conference may be of two people, of three people, or of a small group of people having a common interest. Good conferencing implies that each person is thinking for himself. A conference that is one-sided is no more satisfying than a teacher-pupil situation that is one-sided. Discussions should be directed toward the matter at hand and the leader should not permit the time to be monopolized by one or two vocal individuals. Interaction is essential, and general issues should be embodied in concrete cases. As the conference proceeds the supervisor should know at what intervals to summarize the thinking. As a result of discussion, generalizations should be formulated and basic understandings should emerge. The conclusions reached at the end of the period should be clear cut and the proposals for next steps should be reviewed.

Individual conferences for the purpose of evaluating teaching are a must, since an observation is of no value unless its conclusions are shared with the people who are vitally concerned. With conferences as with observations, common purposes should be understood by all persons. The person who asks for the conference, whether he is a teacher, a principal, or a supervisor is the one who should make the purpose known. If it is to be a teaching-learning situation, careful preparation is essential. Each person involved must prepare for a teaching-learning situation; likewise all persons concerned must prepare for a conference. On the whole spontaneous combustion conferences are of doubtful value.

A carefully-planned, well-thought-thru, fifteen-minute conference permits supervisors to plan time for each teacher observed. This time factor is particularly significant in rural areas where distances between schools are great. Whenever possible, conferences should be held in the classrooms where the records of the children are kept or in the library or laboratory where materials are readily available for reference by the supervisor. Supervisors should help teachers evaluate experiences in terms of principles. A teacher should not go away with a pattern but with some basic principle that will help her to meet not only the immediate problem but also others with which she may be confronted. The basic techniques in conducting a good conference are the same whether it is a conference involving just the teacher and the supervisor or several people working on a common problem.

The following statement summarizes thinking expressed concerning group conferences in a preponderance of the professional literature studied.⁴³

⁴³ Davis, Robert A. "The Learning Conference: The Blending of Research with Teaching Experience." *Journal of Educational Research* 37:146-49; October 1943.

The conference is not a substitute for classroom visitation and individual conferences. Nor is it a substitute for systematic training in teacher-training institutions. Neither can the consultants, regardless of the breadth of their training and interest, advise with respect to all problems suggested by teachers. Then, too, to make provision for the varied needs and interests of all groups would require more consultants than are generally available. . . .

Systematic criteria have not as yet been formulated for evaluating the results of the conference as judged by modification in teaching practice. The conference, at its best, may assist in bringing the teacher's professional knowledge up to date and affecting some change in his attitude. Its real contribution must be judged by the extent to which it has the effect of improving the quality of his teaching. The use of question forms devised to elicit voluntary expressions of opinion indicate that teachers welcome the opportunity to discuss with their colleagues and consultants their teaching and learning problems; they seem to be stimulated to advance professional study, and in some instances they try out improved technics in their own classrooms.

Teachers Go On Excursions

Teacher excursions were cited as a third promising way of working in the study of educational literature. Questionnaire respondents included this item in their listing but did not give it as high a ranking as was revealed in the literature. In the New York study 63 percent of the teachers stated that in-service training was valuable.⁴⁴ It is deduced that teacher excursions were considered as one means of providing such training.

In the following quotation, an elementary-school principal points up the significance of knowing the community.⁴⁵

A study of the community has educative possibilities, because *it concerns all age levels*; it concerns all groups; it offers a challenge to unsolved civic, economic, social, and political problems; it provides leadership development; it makes school-community relationships more effective; it enables teachers to select experiences which will interpret life to the students and lead to richer and more significant future experiences; it utilizes nonhuman resources which are at hand—topography, soil, climate; it provides opportunities for first-hand experiences with human resources.

In educational planning, it is imperative that the teacher be concerned with the interaction between the whole child and his total environment. Since we "learn what we live," no short cut can be offered the teacher which will ensure her an understanding of the community in which she works. Just as teachers have found that the excursion is one of the most

⁴⁴ Antell, Henry. "Teachers Appraise Supervision," *Journal of Educational Research* 38:606-11; April 1945.

⁴⁵ Poulsen, Esther R. *A Guide for Utilizing Community Resources in Santa Barbara County Schools*. Stanford University, California: Leland Stanford Junior University, 1940. 139p. (Master's thesis.)

dynamic means of presenting concepts to children, educators reporting in the literature feel that the teacher excursion is a vital factor in providing in-service training for teachers.

An excursion should be carefully planned and its purposes should be such that the teachers are eager for the experience. It should be planned as an enriching experience for the participants and should emphasize the possibilities for educative experiences to be had in a particular community as well as in adjoining communities. A committee composed of teachers, principals, and supervisors may select the types of excursions that will be most meaningful for them. The delegated member of such a committee will need to plan the details involved in taking a given excursion, contact the industrial or other leaders affected and make final arrangements.

Some school systems have provided means thru which each teacher plans to participate in an excursion. A bulletin explains the educational purposes and affords information concerning the industry or institution to be visited. Teachers have reported that they had been helped in developing their own understandings by having such material for ready reference while taking the excursion. The inclusion of diagrams or charts was highly commended. A carefully planned but informal discussion following the excursion promotes an exchange of experiences and impressions and serves to clarify concepts. Rural supervisors reporting on the questionnaire stated that they have sometimes followed the excursion with another bulletin highlighting the observations or findings. This practice provides teachers with a valid source of material about the area in which they work.

Rural supervisors in a county in Maryland have developed an excellent bulletin for teacher use on the technics for planning, conducting, and evaluating an excursion.⁴⁶ They have also included specific suggestions for follow-up teaching in relation to pupil excursions.

Workshop Technics Need Examination

Present professional literature is replete with accounts of workshops carried on in local and state situations, on college campuses or within the confines of an individual community. It is appropriate in this respect to direct attention to recent and objective evaluation of the present trends apparent in the use of workshops.⁴⁷

The real promise of school system workshops is in the field of group thinking and joint planning . . . these programs promote looking at the situation as a whole, seeing the implications and ramifications of individual

⁴⁶ Cheezum, Mary L. *Handbook for Audio-Visual Aids*. 1945. (Unpublished.)

⁴⁷ Prall, Charles E., and Cushman, Leslie C. *Teacher Education in Service*. Washington, D. C.: American Council on Education, 1944. p. 238-40.

efforts; they foster the exchange of ideas unhampered by considerations of rank and position; they cultivate thinking on such topics as understanding children in their complex growth, using the resources of the community, discovering the importance of creative self-expression, and seeing human nature in larger perspective; and they bring numbers of people together to work on different aspects of what comes increasingly to be seen as one shared task. It is because workshops have served so effectively in this way hitherto that we are alarmed about the tendencies revealed in the attendance records. A further development that gives us pause is the reduction that appears to be taking place all the time in the number of people who share in making the preliminary plans. The amount of time spent in orienting the workshop staff has also been greatly shortened from summer to summer, in certain cities. Various shortcomings are appearing in organizational matters such as methods of recruiting persons to attend and cultivating the interest of potential leaders. Progress has been made, on the other hand, in finding ways of improving the reports and diversifying the program. But materials that have been prepared by workshop sections have not always been used to advantage afterwards, and time pressures have been allowed to take their toll of follow-up procedures.

... joint thinking cannot come into full flower at a workshop and then be ignored in the daily life of the school system. This despite the undisputed fact that a higher standard of performance can be, and often is, attained at a workshop than the regular routine of the school year allows. But unless the creative planning that lies at the heart of workshop activity has its counterpart in the association of principals and classroom teachers in individual schools, in the deliberations of committees and working groups, in the administrative councils, in classrooms, between teachers and pupils, and ultimately in the joint enterprise of educators and citizens, there is scant hope that the program will survive. The alternatives seem to us to be as follows: either group thinking on a creative level will become increasingly characteristic of our school systems in all their functioning, or the summer workshop will pass from the scene and be remembered simply as another of those promising developments that went awry because of the tendency to preserve the shell and ignore the essence of the movement.

... the public schools of America must face the problem of how they are to inaugurate changes in their procedures and curricular practice. No informed person will claim that our schools can remain static. Much of the impending change will be socially induced and classroom teachers, principals, supervisors are likely to be vitally affected—for that matter, so are superintendents and officers of the general staff. School systems have it within their power to plan for what is ahead in considerable measure, and may both guide some of its direction and help individuals to work much of it in their stride. The value of summer *workshops* in a continuous program with such ends in mind should be clear from what we have been saying; they are *instruments to be used for two closely related purposes—preparation for change and security while breaking with tradition*. If they are not used properly for such purposes, the time will soon come when

Workshop activities in local school systems might well be evaluated by the criteria in this quotation. Is there widespread evidence of too many short cuts being taken in organizational matters? As has been said earlier in this chapter, *purposes* must determine effective ways of working. If the workshop has become a shell, may it not be because the way of working has been determined before the purposes were clear? When the process becomes the item of first consideration any practice which seemed to have promise will lose its dynamics.

Literature Points to New Kinds of Leadership

Professional literature deals not only in present practices but also indicates the leadership role ahead for supervisors. The premise on which one recent article stands is that a major public-school responsibility lies in the field of adult education. That this level of education should be a part of the total educational program is the argument advanced.⁴⁸ Selection and training of supervisory personnel for this work is certainly an area of important consideration for all school systems.

Another individual asks that leadership be developed in actual curriculum planning. She states that teachers should be helped to analyze and interpret the behavior of youngsters, and that methods cannot be treated apart from what they are supposed to accomplish. Supervisors already employed have had too little training in curriculum construction and in studying children. They need to learn how to think thru and plan around curriculum problems in order to avoid promoting a specific curriculum organization for any and all problems and with any and all groups. They also need to develop insight into the curriculum as a whole because their training as supervisors in given fields often make them uncongenial to seeing values in other areas and they promote their own fields to the detriment of the whole program. This is particularly apt to happen in the secondary school.

One state department of education reports that for a period of years they have held an annual summer conference for the training of supervisors in service. In this particular instance the state department cooperates with one of the state universities in providing this specific training. The state elementary supervisor assumes leadership responsibility for the organizational planning, and during the work sessions she evaluates the supervisor-teacher conference for the benefit of the entire group. Many of the needs referred to in the preceding paragraph are considered in these conferences on elementary-school supervision.

⁴⁸ Kendall, Glenn. "Adult Education and the Total Educational Program," *School Executive* 64:59-60; January 1945.

The leadership role ahead for secondary schools is well expressed by the following from a recent article:⁴⁹

The type of high school pictured in *Education for all American Youth* and in a parallel publication, *Planning for American Youth*, raises a question regarding the conventional basis of high school organization in which subject-teaching departments are the chief elements. If the school, to be effective, must subordinate departmental teaching to the purposes of secondary education to the extent implied in these publications, justification for the prominence given to departmentalization in the school's organization in the future is required. A close study of the effects of these publications on school organization suggests that a more forthright acceptance of basic purposes as determinants of high school organization is demanded. Accordingly, it is here proposed that postwar high schools should be purpose organized. . . .

How Purpose Organization Would Change High Schools

If our high schools in general were to begin to unify their organization around the major purposes for youth education, we might expect to find more schools in which some of the following changes were being made. This is not meant to be an inclusive list, but will suggest the kind of institutional structure that might develop.

1. Under the immediate supervision of the principal would be four or five "coordinators," each representing a major purpose of secondary education which the school intended to stress. Three among the four or five who would be commonly used would doubtless be coordinators of citizenship, health and physical fitness, and life work.

Others, such as use of leisure and homemaking would be added as the emphasis to be given merited it or, if not, they could be assigned to one of these three.

Most schools would have four or five such coordinators to coordinate the work of the present departments around the achievements of the school's major purposes. Where schools now have from eight to sixteen department heads these would be retained as needed, but under the general direction of coordinators. In time it might be found unnecessary to retain all department heads. One in the field of communication, for example, might replace two or three of the present type of department head. Schools which have no department heads would operate directly under the coordinators.

. . . These suggestions with reference to the coordinators are not intended to imply that there would be no assistant principal or special workers in guidance, for example.

2. The coordinator and/or coordinating committee would each study the school's work to see that everything possible was being done to achieve the major purposes of the school. . . .

5. The registration of students for a new year would be under the supervision of the coordinators. . . .

⁴⁹ French, Will. "The Postwar High School Should be Purpose-Organized," *Teachers College Record* 46:403-12; April 1945.

7. When the school's educational program is in the direct charge of coordinators who are responsible for their achievement of major purposes through that program, we may expect each of them to be concerned about evaluating pupil growth in terms of the purpose for which he as coordinator is responsible.

8. A trend toward purpose-organization of secondary schools will modify programs for the education of teachers. The current emphasis upon purposes in education is already beginning to modify these programs in some of the teacher-education centers. As schools become purpose-organized, this trend will be accentuated. However, with new teacher intake slowing down as it has recently and as it will again in the postwar period, the chief high-pressure area in teacher education shifts to in-service education. When a school moves toward purpose-organization, it automatically creates a different teacher-education situation for its faculty. The chief centers of group work by teachers become those created by the presence of coordinators in the school. Their leadership in terms of purpose poses different problems for study by differently organized groups. The main group meetings of teachers would be of those working under the general direction of each of the coordinators. The present type of departmental meeting would play a more minor role. Interdepartmental committees for study of problems concerned with purpose-achievement, for revision of courses of study and for other types of professional activity and study called for by the purpose-organization of the school would create a different setting for in-service education as well as a different content for it. It therefore seems certain that one of the most valuable by-products of a shift from process to purpose would be a stimulated and modified program of in-service education for teachers. . . .

If the school's real job is to do all it can through education to make youth healthy and physically fit; to make them good young citizens in every sense of the word; to make them self-supporting and efficient producers and consumers in the home, shop, factory, office, classroom, mind, and on the farm; to help them develop special interest and abilities; and to enable them to participate in and enjoy wholesome forms of leisure activities, then the school had better organize itself with an eye to the accomplishment of these very things. The complete achievement of these purposes requires many modifications in our nineteenth century high school, but none of these changes will be as quickly effected as is possible unless the school administrators redesign the school into a purpose-organized institution. Function should determine design.

Another recent study states the belief that "administration and supervision are coordinate, correlative, complementary functions having their common purpose the provision of means and conditions favorable to teaching and learning."⁵⁰ . . . Supervision has many of the characteristics of creative teaching. It is a practical art based upon a philosophy of

⁵⁰ Brunstetter, Max R. "Principles of Democratic Supervision," *Teachers College Record* 44: 374-75; February 1943. (Doctoral study by John Alexander Rorer, Ph. D. Teachers College, Columbia University, Contributions to Education, No. 858.)

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human values. This study lists the purposes of democratic supervision as: promotion of pupil growth, helping teachers create an environment favorable to teaching and learning, promotion of teacher growth, improvement of teaching and learning, coordination and integration of educational effort, and carrying out educational policies cooperatively arrived at.

In discussing the organization demanded by democratic supervision this investigation states that there should be an absence of an inflexible, hierarchial system of relationships between the superior and inferior officers. The superintendent should exercise leadership to gain full cooperation and participation of the staff and community in formulating, effecting, and evaluating educational policy. Leadership is a shared responsibility of all staff members. Democratic supervision should be able to adapt itself to the needs of each supervisory-teaching-learning situation. It operates from the bottom up rather than from the top down. Operation is determined by the needs of the learning situation rather than by administrative organization. The conclusion is made that the work of the supervisor in a democratic organization is organized neither by subjects nor grades, but by large centers of interest designed to integrate learning and provide for continuous pupil progress. In terms of supervisory technics planning, executing, and evaluating should be continuous and simultaneous. There should be wide participation of supervisors, teachers, pupils, and community members at all stages and to the greatest feasible extent.

A county monograph states that, "all teachers, supervisors, and administrators should make every effort to free themselves from prejudices and tendencies to discriminate against any minority group." Another critical issue discussed in this monograph is "the reorientation to the profession of former teachers now serving in the armed forces or war work."⁵¹ Supervisor-leaders need to equip themselves to meet this problem effectively in the immediate period ahead. This same report places emphasis on the need for coordination, not only among the supervisory personnel within a school system but with professional association activities, curriculum construction programs, teacher-training institutions, and other group enterprises in order to facilitate professional growth of in-service teachers.

Another responsibility of supervisor, and one on which too little emphasis has been placed, is stimulating each teacher to think thru and write down his own philosophy of education. Significant in this respect is the *great*, and by the same token the *grave*, leadership role ahead in keeping in the forefront of educational thinking the role of education in developing international understanding thru an organization which will foster educational interchange between nations.

⁵¹ San Diego, Office of County Superintendent of Schools. *Critical Issues in Administration and Curriculum With Recommendations for Education in the Postwar Period*. San Diego: the Office, December 1944.

WHAT IS THE LEADERSHIP ROLE AHEAD FOR THE SUPERVISOR?

Responses of groups of supervisors; teachers; city, county, and state superintendents reveal that they, too, see in the future an important leadership role for supervisors. But, there exist, among the groups divergent opinions as to what the most significant leadership role of the supervisor is. The most striking fact, as shown by the accompanying graph is that the superintendents have, apparently, more clear-cut opinions of what constitute the most valuable potential contributions of supervision than do either the supervisors themselves or the teacher group. Do supervisors generally see their opportunities for service with a sufficient degree of objectivity? It may be that the very number of duties required of supervisors makes it difficult for them to see their broader and more inclusive roles.

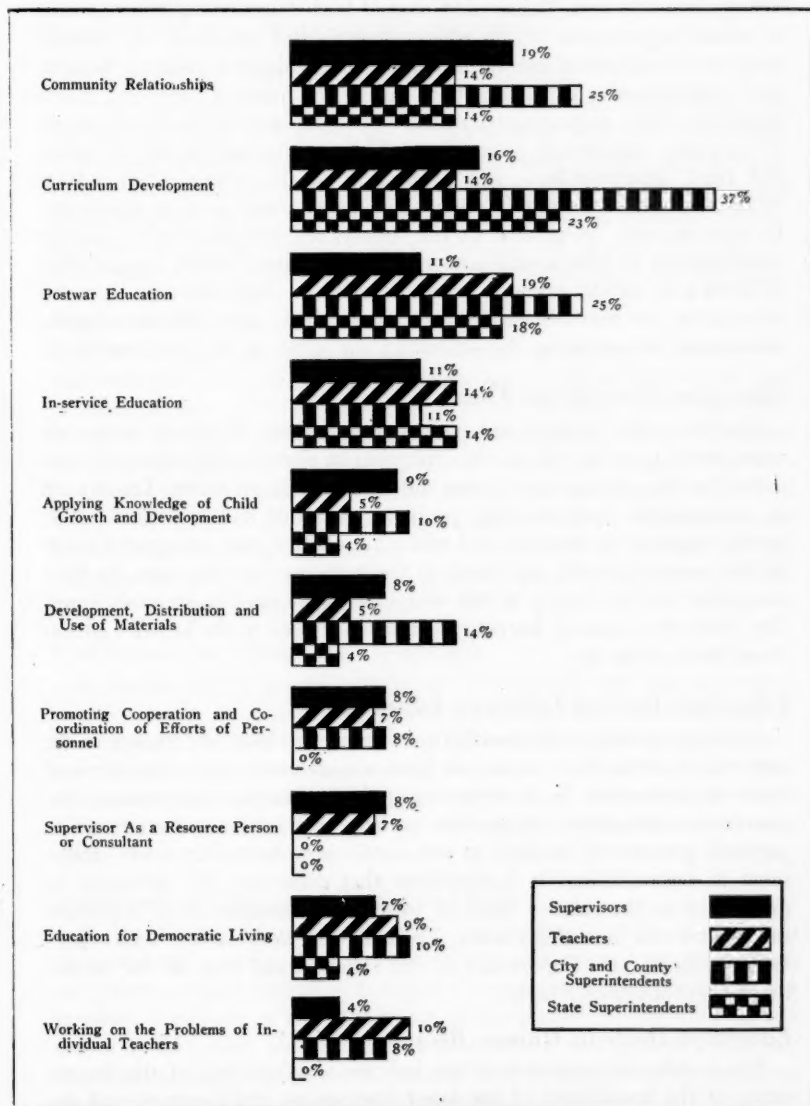
It should be kept in mind that the opinions graphed represent only a sampling from each of the four educational fields. Altho almost one thousand questionnaires were mailed, some were not returned and other recipients did not respond to all of the questions. One hundred and sixty supervisors, twenty-two state superintendents, forty-eight city and county superintendents, and forty-two teachers responded to this question. The numerical representation of the last three groups is admittedly small, and therefore their responses cannot be taken as conclusive evidence. Since the individuals questioned were drawn from all areas of the country, however, their collective opinions may be considered as at least indicative of the thinking of many educators thruout the nation. Actual responses made to the question of supervision's future role are given here to show the caliber of thinking of questionnaire respondents on each of the ten supervisory roles considered most significant.

Supervisors Have Civic Responsibilities

Nineteen percent of the supervisors responding to the questionnaire felt that their best contributions could be made in the area of community relationships. City and county superintendents saw this function as of even greater importance, while teachers and state superintendents placed slightly less weight upon it. Sixty-three percent of those who listed this as the most important leadership role showed by their responses they did not believe that merely publicizing the school's activities was the answer.

Classroom teachers, general elementary supervisors, college professors, members of state departments of education, and county and city superintendents saw civic leadership as a responsibility of supervision and pointed to increasing cooperation between professional and lay groups in order to plan for an educational program to meet specific community needs.

FIG. 2
THE MOST SIGNIFICANT LEADERSHIP ROLE AHEAD FOR
SUPERVISION AS SEEN BY SELECTED GROUPS OF
EDUCATIONAL PERSONNEL



(This graph represents the opinions of 250 individuals working as supervisors, teachers, city and county superintendents and state superintendents. Every part of the country is represented in the study. The teachers included were enrolled in a supervision course during the 1945 summer session at Teachers College, Columbia University.)

Superintendents Emphasize Curriculum Development

A supervising principal in a midwestern elementary school who sees the responsibility for curriculum development resting in part on supervisory shoulders said, "Supervisors should lead in instituting a framework of school organization within which a meaningful, cooperatively planned program of education can be developed; one which has meaning because it is a participating experience both during the learning years and in life situations. Make subjectmatter mastery only one tool in the development of a thoroly wholesome personality." Thirty-seven percent of the urban and rural superintendents and 23 percent of the state superintendents rated the supervisor's role in curriculum development as most significant. In contrast only 16 percent of the supervisors saw their most valuable contributions to educational leadership in this area. When such a wide difference in rating exists, it may be well for supervisors to question whether or not they are placing enough emphasis upon this very important means for adjusting the schools to the needs of the modern world.

Education Must Fit the Times

Teachers, city, county, and state superintendents all placed noticeably more stress upon the role of the supervisor in planning and initiating education for the postwar world than did the supervisory group. Terms such as international understanding, problems of social and economic value, world cooperation, international education charter, and anticipated needs of the postwar world, are found in the responses on this item. In their comparatively low rating in this area supervisors need to seriously question their own vision in keeping their sights leveled to the broader educational issues of the day.

Educators Agree on In-Service Education

A college professor in a southern university, a classroom teacher in the east, and an elementary supervisor from a midwestern state characterized in-service education as an experience which aims for instructional improvement; stimulation of teachers to help themselves; and attention to personal growth of teachers in self-confidence, leadership traits, and a sense of responsibility. It is significant that there was less difference of opinion as to the relative value of in-service education as an important supervision area than of any other. Teachers were in agreement with supervisors regarding the importance of this function and both of the administrative groups rated it high.

Education Deals in Human Beings

The number of responses which indicate a recognition of the importance of the application of the latest findings on child growth and de-

velopment was not large. Between 4 and 10 percent saw in this area a major leadership responsibility of supervisors in the days ahead. However, those who did emphasize it placed a knowledge of how children grow and develop as basic to the planning of an educational program concerned with providing for the needs of children and youth.

The Concept of Material's Use Is a Broad One

Fourteen percent of city and county superintendents believed that the development, distribution and use of instructional materials, particularly of auditory-visual materials, should absorb a major portion of the supervisor's time and attention in the future. Eight percent of the supervisors held the same opinion. A primary teacher in the South made an interesting comment which stated the function briefly and figuratively when she said, "Supervisors should be bringers-together of people with materials."

Improvement in Cooperative Action Is Possible

When educators asked for more cooperative action, they referred to cooperation between members of the profession as well as between lay and professional groups. One county superintendent said, "The supervisor should be a cooperator, a leader of groups working together." A teacher in the same state asks for more cooperation and collaboration "between those who are in a position of telling others what and how to teach and those who actually do the teaching." Eight percent of supervisors and of rural and urban superintendents and 7 percent of the teachers saw the coordination of the work of various groups engaged in education as a role of major importance for supervision.

The Supervisor Serves as a Consultant

A similar percentage of supervisors and teachers saw the supervisor serving best in a consultant or resource capacity. Said one individual in this respect, "Implied in this function is the role of these persons in encouraging group action, emphasizing democratic procedures, and otherwise motivating interest in working as a profession." An elementary supervisor as she considered this phase of the supervisory task saw it as more than a twenty-four hour job.

Democratic Living Gives Reality to Ideals

A role directly related to education for our times is that of education for democratic living. Ten percent of city and county superintendents saw this as a major leadership function of supervisors. Nine percent of the teachers, 7 percent of the supervisors, and 4 percent of the state departments of education placed this role first. There was general agreement that understandings in this area resulted only in proportion to actual experience in democratic living and relationships.

Teachers Ask for Help on Individual Problems

In proportion to their representation, more than twice as many teachers expressed the belief that a major contribution of supervision should be working with individual teachers on their problems. Administrators tended to agree with teachers in this respect. The differences are significant enough to raise the question of whether or not the greatest gain to education may not, after all, come thru services to the individual classroom teacher who carries the bulk of the responsibility for the success or failure of the classroom program.

Other Supervisory Roles Are Significant

The list of leadership roles given for supervision is an endless one—supporting equalization in educational opportunity, promoting guidance programs, working with principals, organizing study groups, making administrators conscious of their professional instructional responsibilities, trying to coordinate in a diplomatic fashion conflicting philosophies of education, getting and keeping efficient educational personnel, concentrating on a program for returning veterans, educating parents, or raising professional standards. To go on with the list would be convincing evidence that supervision is more than a twenty-four hour job. The encouraging aspect in the total program is that among the total number of schools carrying on supervisory programs one finds an evidence here and another there of goals already in action on our educational frontiers.

Tomorrow's Assignment

ON WHAT SHALL A SUPERVISOR SPEND HIMSELF? That, in essence, has been the question behind the two chapters just read. To the reader, comparing deviating percentages in the judgments of one group and another, reviewing the tremendous problems that block the path of full performance, the answer may have seemed obscure. But if he will relax, and contemplate those chapters as a whole, he will see that a picture of the supervisor's true work has been emerging in startling clarity.

It is a picture too full of detail to be susceptible of concise summary here. And it is too powerful to need the reinforcement of a general summarization. Yet, because each of us in his daily round of duties shapes his actions largely according to a mental image of his place and function—an image held, perhaps, only unconsciously—it may be well, while these chapters are fresh in our minds, to merge them with our common-sense perceptions of the nature of supervision and draw out a few generalizations.

To the supervisor who is eager to search out a standard of performance and willing to measure himself by it, two basic questions are profitable:

What *is* supervision?

What is a supervisor *for*?

No simple ten-word definition emerges from the questionnaire study in answer to either of these questions. In fact, among the selected group represented by the study no two superintendents, principals, teachers, or supervisors have shown precisely the same mental image of supervision. And yet among educators at large there will be many who have ready answers. A first answer likely to be given is that the supervisor is an expert who tells teachers the answers to their problems, who tells them how to do this or that skilfully.

By FRED T. WILHELMS, *Associate Director, Consumer Education Study of the National Association of Secondary-School Principals, Washington, D. C.*

IS THE SUPERVISOR MERELY AN EXPERT TECHNICIAN?

Those who are more advanced in their thinking reject this answer—reject it, at least, if it is to be the *complete* answer—on several grounds: It does not square with the laws of learning; there are too many things which teachers—like the children they teach—cannot genuinely learn merely by being told. These things demand experiencing and real learning activities if they are to become a part of a changed teacher. It implies a qualitative difference in the expertness of supervisors and teachers which does not generally exist—sets the supervisor up as a know-it-all, degrades the teacher into a mere apprentice. Worse still, it does not tap for the school as a whole the real expertnesses possessed only by this or that teacher. But, primarily we reject this meager conception of supervision because its premise is paternalistic, authoritarian, out of tune with a democratic educational theory which sees teachers as robust, able individuals capable of learning on their own and contributing mightily to educational progress.

Just the same, let us not forget that there is something—a great deal, in fact—in this conception of supervision. Speed and ease in learning to do effectively the particular skills of everyday teaching are valid and important goals of supervision. There *are* things which teachers, young teachers especially, can learn quickly and smoothly thru a simple telling or demonstration by a supervisor who is older, more generally experienced, or more skillful in some particular. It is probable that these things tend to be chiefly in the little tricks of the classroom trade, but that does not make them unimportant.

When the supervisor, in such a case, can literally *give* the teacher the answer he wants, he is performing a service of great value. It is a service teachers value highly. The supervisor who can point out precisely the reference that will supply a wanted fact, who can enrich group living by suggesting the organization of a classroom library, or who can demonstrate how to develop a file of visual aids is a resource person not to be sneered at, even if he can give nothing more lofty than these types of services. All too many teachers are forced to pump daily at the dry wells of supervisors who can expatiate grandly upon professional progress or the atomic age, but who simply do not know the fundamentals of the teacher's job.

This conception of supervision, at its best, is based upon an image of the teacher reinforced at every side by resource persons more expert than himself in some particular, ready to serve him when that particular becomes his problem. It is a useful conception, so far as it goes, and one which must not be lost in the drive toward higher levels of supervision.

Even at its best, however, it poses one problem which the questionnaire responses have shown to be significant: the resource persons, instead of being welded into a solid line of reinforcements, all too often become

separate, if not rival, forces, pulling and hauling at the teacher from every angle. The teacher comes out weary and feeling "supervised to death," eager chiefly to be let alone. As a consequence there is today a discernable trend toward coordination of supervisory efforts and a tendency to call for a larger proportion of general supervision—sacrificing, perhaps, something of specific expertness to gain greater attention to the teacher as a person.

CAN HE RELY ON INSPIRATION ALONE?

There is another conception of supervision, something like the view of the athletic coach (heard most often in a losing season) that his job is not so much to teach football as to build men. Analogously, the supervisor sees himself as one who inspires his teachers, lifts them above themselves, reinvigorates their flagging spirits.

Again, there is in this view a distressing assumption of a qualitative difference between supervisors and teachers—a difference objective observation will scarcely always reveal. It presupposes that supervisors are *inspiring* people, gazing down upon the little worries of ordinary men from the serenity of their Olympian heights. It presupposes that teachers are *uninspired*, harassed and driven by their work, incapable of high vision from heights of their own. In cold fact, many a supervisor is himself driven and harassed, drawing what strength and serenity he can from his superior teachers. And, again, there is a paternalism that rings a false note in a democratic school staff which conceives its teachers as men and women of dignity and strength.

But the greatest danger in this concept of supervision as inspiration lies in its potentialities for self-deception. All of us like to think ourselves inspired and inspiring; not all of us are. The supervisor who comes away from a "simply thrilling" meeting may be the only one there to have caught the thrill. Without his knowing it, he may have been thrilled only by the chance his dominance gave to express himself, to coin a felicitous phrase, to bathe his ego in applause. The teachers may have found it dull; they may feel that they were butchered to make a Roman holiday—even tho, from fear or from hope of some small gain, they contributed to the opinion that all was wonderful and clapped their hands in seeming rapture. The supervisor who, having read in some book of the heartening qualities of a warm smile, henceforth goes "smiling thru"—albeit a bit vacuously—no matter what the difficulties, does not necessarily solve any fundamental problems. All may be very cheerful during his visit, while the skeletons are carefully confined in their proper closets, but the teacher is none the better off when he leaves. In his casual brushing back of problems someone *wants* to face and solve, he may even be adding to discouragement.

And yet, this conception of supervision, too, is essential and important.

Not all of supervision, by any means, is science. Much of it is—and must always remain—art, to be accomplished only in that indefinable realm where human soul meets human soul.

That one function of supervision is to inspire is not mere fine philosophy. It is practical fact established over and over again in everyday practice. There must be thousands of educators who entered the field indifferently, only to catch the fire of vision as they saw their task thru the eyes of some glowing enthusiast. More important, there are thousands who esteemed themselves ordinary until they saw their real potentialities mirrored in the eyes of a perceptive leader. And every day many a discouraged teacher's mind is lifted over the hurdles of petty worries as he is led to remember or to see anew the great, inspiring goals for which he is spending himself.

Undeniably, it is a function of supervision to inspire, to lift men above themselves—or, better, help them rise to their true selves. To this task, as essential equipment, the supervisor must bring a genuinely seeing eye. He must have the eye to perceive men's troubles and the roots of these troubles, but above all, his must be an enthusiastic eye to discern their undiscovered capacities. Without this eye, the supervisor is a small figure. He who has it must have with it two things more: courage, not to ignore difficulties, but to face them fearlessly and intelligently; and steadfast friendship, keyed to unremitting loyalty in the pinches.

To Recapitulate

These are two basic concepts of supervision which come to men almost intuitively—that the supervisor shall be an expert supplying solutions to problems and that he shall be a builder of men. They are not enough to guide a supervisor adequately as he plans how to spend his energy. But each is in its way essential, and a superstructure of supervision not based solidly upon them is doomed to crash.

HOW CAN SUPERVISION TRULY FULFIL ITS PURPOSE?

For many years, now, professionally trained men and women have devoted their whole lives to supervision. It is only natural that they have gone beyond the intuitively grasped, common-sense concepts just described. For they have had time to cut and try many patterns of supervision, to experiment boldly, and watch the results objectively. Furthermore, the progressing intellectualization of the democratic philosophy of life has given them new tools for reflective thinking about supervision.

It is not surprising then that the best pioneers in supervision should have explored new concepts. Even so, it is surprising that we should find so definite a consensus among all the authorities consulted in this year-

book study. What that consensus is, the reader will have sensed before now: *That the supervisor is an organizer of opportunity, and that good supervision is the facilitation of opportunities.*

Opportunity for *whom*? For teachers, primarily. For the supervisors deal with administrators and with the lay public, let us not be so polite in our zeal to be democratic as to balk at admitting that where there is the supervisor, there also must be the supervised. The basic objective of supervision is, after all, the improvement of instruction.

Opportunity for *what*? The answer to this question might be elaborated endlessly. But it can be cut down to two essentials:

1. Opportunity for teachers to learn what they need and want to learn.
2. Opportunity for teachers to play their full part in policy-making.

HOW ARE OPPORTUNITIES FOR LEARNING PROVIDED?

Three assumptions lie behind the recognition that it is good to arrange many direct learning opportunities for teachers:

1. That teachers are professionally zealous persons with a strongly felt need for increased mastery of their work.
2. That teachers are intelligent persons, well able to attack learning problems swiftly and soundly when they have recognized the need and when they have the opportunity.
3. That with reference to the sorts of matters which constitute teachers' most common and important problems, there is no substitute for direct learning by each teacher. No outside person—no supervisor, however skilled—can supply the answers ready-made and achieve the desired change within the individual teacher.

The media or opportunities for direct learning will be of many sorts, and it is not our function here to describe them. For some matters a teacher will need only access to a good library with time to use it, plus perhaps enough guidance to save her from wasting time in preliminary explorations. In other cases, her need may be primarily to see something—to see another skilled teacher doing well something she herself has not dared to try or feels she does inadequately, or to see how a modern factory works. One of her needs is almost certain to be first-hand acquaintance with the salient institutions of her own community; another, the chance to hear experts on matters of concern to her—whether about education in particular or of the culture in which we exist. Certainly she needs opportunity to express herself and thus clarify her own thinking, in writing or in the give-and-take of the conference table. There will be no substitute for actual doing in the arts and crafts or in the development of some small unit of curriculum.

But what the opportunities shall be or how they shall be arranged is not so much our question here as how the supervisor shall conceive his function. What is important, in this conception of supervision, is that he go directly to teachers to find out what their problems and their desires for learning are, helping them to become aware of needs they do not yet sense, to whatever degree his perceptions of those needs may be better than their own. What is even more important is that when the teachers' problems have been identified and their urge to learn is strong, he devote his energies, not primarily to telling or teaching the answers, but rather to setting up situations in which they can learn for themselves.

In all this we do not mean that the arranging of opportunities to learn shall be made wholly by the supervisor for the teachers. That might simply be a higher form of paternalism. Certainly the teachers should participate in deciding what is to be provided, and can play an active part in the making of the necessary arrangements. But there is involved a kind of activity that can be carried on best by someone who stands close to the center of an administrative unit; there is time-consuming detail to be attended to; and there is a need for correlation of the efforts of scattered teachers. All these factors justify a large measure of initiative on the part of the supervisory staff.

HOW CAN ALL CONTRIBUTE TO POLICY-MAKING?

A certain proportion of educational policy-making traditionally has been administrative; that is to say, it has been primarily a function of boards of education, superintendents, and principals, as administrators. Without attempting any fine distinction, we can say that it has been concerned with such questions as what buildings shall be built and how they shall be maintained, what salaries and other moneys shall be provided, and what courses of study shall be offered. It is desirable that policy-making on such matters be democratic, especially with reference to the will of the supporting community. But in the main these policies constitute a framework within which supervisor and teacher operate and are not their direct concern.

What has not always been seen clearly is that within this chiefly physical and financial framework there is a tremendous amount of functional policy-making to be done. To institute a commercial curriculum within a high school is only to open up a thousand questions as to what shall constitute that curriculum. Even to draw up a seemingly detailed outline of the junior business training course is still to leave a thousand choices of content and objective and method to the teacher.

The important determinants of what goes on within the schoolroom—the real results of the whole school's efforts—are the philosophy of pur-

pose, the mode of treatment of the students, the content of the curriculum, and the tools used in the task. On none of these has any school system, whether willing or not to give the teacher freedom, ever been able to do more than go a short way up the road with her, then give her her head to choose her own path. In simple fact—and inevitably—teachers have been our primary makers of curriculum and choosers of philosophy, as these things actually affect the child in action. They are the ones, in the main, who have selected or devised educational methods and tools. That they often have done so casually, not seldom unconsciously, and sometimes even furtively, does not gainsay the fact that they have done it.

Supervision now sees the institutionalizing of this casual policy-making as one of its greatest functions—probably its most important—single opportunity. Besides the basic reason that this is the democratic way, there are four compelling reasons:

1. If teachers are willy-nilly the *de facto* policy-makers in important phases of the school's work, then teachers must be brought together to come to common decisions, or the school cannot have a coherent, unified philosophy and basic method.
2. There is no other body of educators who can supply the same experience and expertness on functional details as that possessed by teachers, taken as a whole.
3. Teachers, having consciously shared in democratic policy-making, are likely to show understanding, loyalty, and energy in carrying out the policies once they are made—a guarantee which cannot be given in anything like the same measure to any policy handed down from above.
4. The teachers will themselves learn and improve tremendously in the process, not only in skill but even more in breadth of philosophy and interests, as well as in vigor and enthusiasm.

Again, there are various media or administrative methods for conducting cooperative teacher-planning. It is not our function in this chapter to explore them. Without question, participation in curriculum-making stands at the head of the list. As a phase of school policy-making it both stands close to the center of the teacher's interest and, when well conceived, it involves all the important problems. For this purpose the informal summer workshop seems unexcelled. But other, less striking methods, utilized continuously over longer periods, may be equally effective.

The important thing here, let us repeat, is not the detail of method, but how the supervisor conceives his function. Tho he need be no silent, voiceless partner in the enterprise, his chief function is to set up, or better to help the whole staff set up, the situation in which the teachers can most successfully work.

This is the thing which he can do, and which scattered teachers can-

not easily do. This is, therefore, his *raison d'être* as a specialized official. He can find and put in touch with one another teachers with similar problems, abilities, and desires. He can make arrangements to have time cleared for group work. He can care for the development of libraries containing visual and auditory aids as well as printed materials. He can wangle facilities for a central workroom. He can secure expert personnel and other necessities for a workshop at home or in some university.

For the sake of simplicity and realism, we have chosen to speak thruout this section as tho the relationship of supervisor and staff had to do only with problems within a single school. Not so. The school is a great moving force in a torn and worried world. It may be, without exaggeration, the last great hope of this nation, once called "the last great hope of humanity." The million or more men and women in American education bear a terrible responsibility, which they must analyze with intelligence and honesty and attack with unity and courage. Supervisors are leaders in this, too. We believe that the kind of supervision which we have sketched holds the greatest hope for meeting the responsibility which go with that leadership.

WHAT IS THE DISTINCTIVE ROLE OF SUPERVISION?

Thruout this yearbook we have portrayed a supervision which is *leadership*. But we have fought at every step any smug assumption that that leadership is due to a qualitative superiority of supervisors over other members of the staff. For a first requisite of good supervision is a deep humility and the attitude of a willing servant.

Supervision, a greatly extended supervision, is essential simply because in the organization of America's educational force it has a unique part to play. It is a role which would still be essential if every teacher in every school were already a truly superior person; only, then, it could bring its work to a tremendously increased fruition. It is a role which can be taken only by trained, professional men and women standing just outside the classroom, yet deeply familiar with many classrooms; men and women who deal nonadministratively in warm, human relationships with many teachers. Their greatest task is to serve those teachers—and in serving them, to upbuild the schools—by helping them to see clearly themselves, the profession, and the society in which they work, by removing every block, and by opening the way to the achievement of every teacher's greatest hopes and aspirations.

If You Are Concerned

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The Association for Supervision and Curriculum Development, believes that modern schools can do their jobs only if . . .

- pupils, teachers, and administrators grow in understanding what life is all about.
- everyone has a chance to test for himself what is important and what isn't.
- youngsters learn by making choices and seeing how they work.
- youngsters have a chance to think and talk about our social structure and decide how it may be improved.
- what happens in the school is determined by what boys and girls need individually and in groups, now and tomorrow.
- the curriculum—what boys and girls do in school—has meaning and significance for the youngsters.
- all community agencies, including our homes and schools, work together for better education.
- there is mutual respect and confidence as we work together to improve our schools.
- school programs are continually being weighed and improved in the light of tested ways of working.
- parents and citizens are helped to understand what their youngsters need to learn and how it can be taught.
- state and federal aid goes to communities which cannot pay for good schools.

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- Library, University of Tennessee, Knoxville, Tennessee
- Library, George Peabody College, Nashville, Tennessee
- A-2018 Oak Ridge Schools, Anderson County Schools, Oak Ridge Division, Oak Ridge, Tennessee
- Library, Abilene Christian College, Abilene, Texas
- University of Texas, Health Education Bureau, Room 301, Extension Bldg., Austin, Texas
- A. & M. College of Texas, Education Department, College Station, Texas
- Library, A. & M. College of Texas, College Station, Texas

- Southern Methodist University, Library, Dallas, Texas
- Fort Worth Public Library, Fort Worth, Texas
- Fort Worth Public Schools, Professional Library, 409 E. Weatherford St., Fort Worth, Texas
- Horace Mann Junior High School, Goose Creek, Texas
- Library, University of Houston, Houston, Texas
- Library, Sam Houston State Teachers College, Huntsville, Texas
- Texarkana College, 16th and Pine Sts., Texarkana, Texas
- Board of Education, Box 506, Cache County, Logan, Utah
- Weber County School District, 2324 Adams Ave., Ogden, Utah
- Superintendent's Office, Provo City Schools, Provo, Utah
- University of Utah Library, Salt Lake City, Utah
- Huntington Memorial Library, Hampton Institute, Hampton, Virginia
- Library, Willis-Syms-Eaton School, Ida Sinclair, 240 Victoria Ave., Hampton, Virginia
- Library, Medical College of Virginia, Richmond 19, Virginia
- Library, College of William and Mary, Williamsburg, Virginia
- School District No. 5, K. Box 100, Aberdeen, Washington
- Board of Education, Professional Library, Roeder School Bldg., Bellingham, Washington
- Eastern Washington College of Education, Library, Cheney, Washington
- Library, Central Washington College of Education, Ellensburg, Washington
- Union High School District No. 1, 9th & Fulton, Mt. Vernon, Washington
- State College of Washington Library, Pullman, Washington
- Library, University of Washington, Seattle, Washington
- Periodical Department, Public Library, 4th Ave. and Madison St., Seattle, Washington
- Professional Library, 810 Dexter Ave., Seattle 9, Washington
- School of Education, University of Washington, Seattle 5, Washington
- Superintendent of Schools, Morgan School, 120 E. Harris St., Appleton, Wisconsin
- Bureau of Visual Instruction, W. A. Wittich, 1204 W. Johnson St., Madison 6, Wisconsin
- Curriculum Department, 351 W. Wilson St., Madison 3, Wisconsin
- County Rural Normal School, 18th and Michigan Ave., Manitowoc, Wisconsin
- Library, Stout Institute, Menomonie, Wisconsin
- Dominican Sisters, 2214 E. Capitol Dr., Milwaukee 11, Wisconsin
- Library, St. Clare College, 3221 S. Lake Dr. Milwaukee 7, Wisconsin
- State Teachers College, Library, Milwaukee, Wisconsin
- Racine Public Library, Racine, Wisconsin
- State Teachers College, Stevens Point, Wisconsin
- Education Department, University of Wyoming, Laramie, Wyoming
- Seward Public Schools, Harold F. Roth, Superintendent, Box 240, Seward, Alaska
- Kaiulani School, 873 N. King St., Honolulu 51, Hawaii
- Kamehameha Schools, Preparatory Department, Bishop Hall, Honolulu 35, Hawaii
- Kapalama School Library, N. School St., Honolulu 51, Hawaii
- University of Hawaii, Mary P. Pringle, Librarian, Honolulu 10, Hawaii
- Division Office Library, c/o Division Superintendent of Schools, Baguio City, Philippines
- Puerto Rico Teachers Association, Box 1166, San Juan, Puerto Rico
- Librarian, Teachers College, University Grounds, Newtown, Sydney, N. S. W., Australia
- American Embassy, IAEF, La Paz, Bolivia
- Biblioteca do Servico de Radiofusao Educativa, Praca da Republica 141 A, Rio de Janeiro, Brazil
- Ministerio da Educao e Saude, Biblioteca do Departamento de Administrao, Palacio da Educao, 42 andar, Rio de Janeiro, Brazil
- Edmonton Education Society, 11406 66th St., Edmonton, Alberta, Canada
- Library, Macdonald College, Quebec, Canada
- Superintendent of Schools, C. C. Goldring, Board of Education, 155 College St., Toronto, Canada
- Library, University of British Columbia, Vancouver, British Columbia, Canada
- American Embassy, Santiago, Chile
- American Embassy, IAEF, San Jose, Costa Rica
- American Embassy, IAEF, San Salvador, El Salvador
- American Embassy, IAEF, Guatemala City, Guatemala
- American Embassy, IAEF, Tegucigalpa, Honduras
- American Embassy, IAEF, Lima, Peru
- Librarian, University College of Orange Free State, Bloemfontein, South Africa

